# Ontario Council on University Affairs

## Fourteenth Annual Report March 1, 1987 to February 29, 1988

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# Letter of Transmittal

Ontario
Council on
University
Affairs

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7th Floor
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February 29, 1988

The Honourable Lyn McLeod
Minister
Ministry of Colleges and Universities
13th Floor
101 Bloor St. West
Toronto, Ontario
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Dear Mrs. McLeod:

I respectfully submit herewith the Fourteenth Annual Report of the Ontario Council on University Affairs, which covers the period from March 1st, 1987 to February 29th, 1988.

Yours sincerely,

Paul Fox,
Chairman

# Members and Officers of the Ontario Council on University Affairs 1987-88

Mary Ascah (1988)
Huntsville

Suzanne Aziz (1990)
London

Liliane Beauchamp (1989)
Sudbury

Jean-Michel Beillard (1989)
Ottawa

William Broadhurst (1990)
Toronto

*Thomas Brzustowski (1990)
Waterloo

Frank DeMarco (1988)
Windsor

Al Karim Dharamsi (1989)
Toronto

*Kelle Dunlop (1989)
Toronto

Harry Eastman (1989)
Toronto

Paul Fox (1990)
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Peter George (1990)
Hamilton

Colin Graham (1990)
Toronto

Merrijoy Kelner (1989)
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Dan LaCaprara (1988)
Etobicoke

*Anne-Marie Lepine (1989)
Ottawa

Harriet Lyons (1990)
Waterloo

Gordon MacNabb (1990)
Kingston

Susan McCartney (1988)
Thunder Bay

Henry (Viv) Nelles (1989)
Toronto

Marnie Paikin (to June 15, 1987)
Chairman, Burlington

Carol Phillips (1990)
Toronto

Norman Sheffe (1989)
St. Catharines

Diane Daymond
Administrative Assistant

Diana Royce
Research Officer

Paul Stenton
Senior Research Officer

*(Members' terms expire on last day of February of the year indicated in parentheses)*

*(* Resigned before term completed)*

# Introduction

# Introduction

The Fourteenth Annual Report of the Ontario Council on University Affairs covers the period March 1, 1987 to February 29, 1988 and contains the full text of all Advisory Memoranda issued during the year. The report also contains a list of Council's public meetings for the year and the response of the Government to the recommendations made by Council.

Council's Advisory Memoranda

# 87-I The Allocation of the Government's Operating Support for the University System in 1987-88

The Minister of Colleges and Universities informed Council on November 3, 1986 that, for 1987-88, a maximum of $1,442.5 million in operating grants will be made available for the university system. Of this amount, $1,337.6344 million is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The remaining operating grants are divided in the following manner:

(i) $37.0 million to continue the teaching equipment and library acquisition and faculty renewal funds established in 1986-87 under the University Excellence Fund;
(ii) $50.0 million to enhance quality and accessibility and the capacity and capability of universities to conduct research that will contribute significantly to Ontario's economic growth;
(iii) $3.0 million in special grants to Northern institutions to address particular needs in providing university-level studies;
(iv) $7.0 million to assist in meeting the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments; and
(v) $7.8656 million retained by the Ministry of Colleges and Universities for line budget items.[1]

In addition to the operating grants announcement, the Minister announced that formula fee rates for all students will increase by 4% in 1987-88. This policy applies to both domestic and visa students.

On March 10, 1987, the Minister announced that Government had accepted the long-term operating grants allocation mechanism recommended by Council in Advisory Memorandum 86-VII. The Minister stated:

> I am pleased to advise you that the government has accepted the advice contained in Advisory Memorandum 86-VII...
>
> In accepting the council's advice, we are, therefore, putting into place an integrated package of funding envelopes for designated purposes to achieve these objectives. The revised distributive mechanism creates a stable environment in which our institutions can better plan their future development, and, at the same time, respond to the increasing demand for access to university education. The new scheme will allow our institutions to respond to changing needs, and thereby both contribute to economic growth and improve our quality of life. Finally, it puts to rest the

1. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, November 3, 1986.

former state of uncertainty about the operating grants formula.[2]

In Advisory Memorandum 86-VII, Council recommended that the $50.0 million identified above, provided to enhance quality and accessibility and the capacity and capability of universities to conduct research, be used to address equity concerns which have resulted from the application of the existing formula. It further recommended that these funds be equally apportioned between enrolment/accessibility adjustments and research overheads/infrastructure funding. The Minister accepted Council's advice stating:

> With respect to the adjustment to base operating grants which will take effect in 1987-88, I accept the council's recommendation to address equity concerns which have resulted from the application of the existing formula. I therefore accept the council's rationale for equally apportioning the $50 million between the enrolment/accessibility adjustment envelope and the research overheads/ infrastructure funding envelope in 1987-88. I believe that it is important to recognize that past underfunding has affected all institutions and that it has affected them in different ways. I agree with the distributive mechanisms proposed for both envelopes in 1987-88, and I look forward to receiving the council's advice with respect to a "permanent allocative mechanism" for the research envelope...[3]

This Memorandum presents advice on the distribution of the $25.0 million made available for the enrolment/accessibility adjustments envelope and the $25.0 million made available for the research overheads/infrastructure funding envelope, as well as the $1,337.6344 million that has been made available for 1987-88 for Council's normal operating grants allocation. The latter includes recommendations on the allocation of the mission-related, institution-specific funding envelope in the distribution of differentiation grants, Northern Ontario grants, bilingualism grants, institutional weight adjustment grants, the grant-in-aid for the Bar Admission course, as well as the distribution of the funds remaining after the above allocations according to the formula grants envelope of Council's new formula as announced by the Minister on March 10, 1987.

Council does not make specific grant recommendations in this Memorandum for the distribution of the teaching equipment and library acquisition fund, special grants to Northern institutions or the faculty renewal fund.

## 1.0 Equipment and Library Grants and Faculty Renewal Grants

As noted above, the Minister announced that $37.0 million had been made available in base operating grants to extend the University Excellence Fund grants for equipment and library and for faculty renewal. In 1986-87 each of these funds was allocated on a formulaic basis. In 1987-88, however, the faculty renewal fund will be allocated on the basis of carry-

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2. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Mamie Paikin, March 10, 1987, pp. 1 and 2.

3. Ibid., p. 3.

forward commitments made in 1986-87 and new appointments allocated according to the relative merits of each institution's submission to Council. Council will be submitting separate advice on the allocation of new faculty renewal appointments later this year.

At this time it is not possible to determine the split between equipment and library funding and faculty renewal funding. This will be possible only when Government has identified the compensation level of each faculty position to be funded under the faculty renewal plan for 1987-88. Consequently, Council does not recommend a specific allocation of the equipment and library fund at this time. Council does recommend, however, that at the time that the size of the fund is finalized, grants be allocated according to a mechanism similar to that used in 1986-87 - the average of each institution's 1984-85, 1985-86 and 1986-87 undergraduate Basic Income Units (BIUs).

## 2.0 Extra Formula Grants

### 2.1 Mission-Related Institution-Specific Funding Envelope

#### 2.1.1 Differentiation Grants

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant.

Over the past five years, Trent has been awarded differentiation grants: in recognition of its continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate Arts and Science education; in approval of its realignment of its limited graduate offerings to complement its academic strengths; and in acknowledgement of its improved management of resources and expenditures.

In Advisory Memorandum 85-VIII, Council indicated its belief that Trent could eliminate its cumulative operating funding deficit in 1986-87 and that it expected the university to do so. In its most recent progress report to Council, Trent demonstrated to Council's satisfaction that the University will meet Council's expectations for fiscal control and deficit reduction in 1986-87, eliminating its cumulative operating fund deficit by the end of the fiscal year. Trent has also completed the consolidation of its graduate offerings, successfully phasing-out its masters' programs in Physics, Chemistry and History and thereby consolidating its role as a predominantly undergraduate liberal Arts and Science university.

Trent argues, and Council concurs, that Trent has effectively met the original conditions established for the continuation of the differentiation grant beyond 1981-82. Council also concurs with Trent that a new phase in the differentiation grant has been reached. The changes necessary to consolidate Trent's role as a differentiated university have been implemented. In future, the differentiation grant process for Trent must be geared towards maintaining this differentiated role.

To this end, Council feels that it is appropriate to undertake a thorough review of the calculation of the size of grant required by Trent. Council will approach this review in a manner similar to its past bilingualism

cost studies by identifying and estimating the incremental cost of Trent's differentiation. Therefore, in 1987-88, Council will undertake a cost study relative to Trent's differentiation grant.

In the meantime, Council recommends that there be no change in the level of the differentiation grant for Trent.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-1*
*DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1987-88*

*THAT* a differentiation grant of $1,500,000 be made to Trent University in 1987-88.

### 2.1.2 Northern Ontario Grants

#### 2.1.2.1 Special Grants

As indicated above, $3.0 million in special grants to Northern institutions to address particular needs in providing university-level education in Northern Ontario has been provided by Government for 1987-88. Council believes that, for 1987-88, these funds should be distributed on a competitive project basis, reflecting the particular needs of Northern Ontario. Council has asked Lakehead and Laurentian and its affiliated colleges to suggest appropriate criteria and process for evaluating submissions made under this fund. Upon finalization of the evaluative criteria and process, Council will request formal submissions early this Spring and recommend an appropriate distribution of this fund to the Minister.

#### 2.1.2.2 Regular Grants

Council has also indicated to the Northern institutions the intention to review the Northern Ontario grants calculation this year. This fulfills a commitment made in Advisory Memorandum 82-XIV to review the Northern grants allocation. Part of the review will focus on identifying the special mission-related costs of Northern institutions and the appropriate long-term mechanism to allocate both the regular Northern Ontario grants and the new special grants for Northern institutions. Council plans to begin this review in the Spring hearings with Northern institutions.

As indicated in Advisory Memorandum 86-VII, Council believes that, for 1987-88, the regular Northern Ontario grants should be calculated in the usual fashion. Therefore, for 1987-88, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII. On the basis of those formulae, each grant is determined with reference to the prior year's Basic Operating Income of each institution.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-2*
*NORTHERN ONTARIO GRANTS 1987-88*

*THAT* Northern Ontario grants in 1987-88 be made in the following amounts:

| | |
|---|---|
| Lakehead | $2,721,000 |
| Laurentian | 2,628,000 |
| Algoma | 237,000 |
| Laurentian (Algoma) | 49,000 |
| Nipissing | 485,000 |
| Laurentian (Nipissing) | 98,000 |
| Hearst | 120,000 |
| Laurentian (Hearst) | 51,000 |

### 2.1.3 Bilingualism Grants

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. It remains Council's intention that this distribution among institutions should form the basis of bilingualism grant allocation for a four to six year period from the last adjustment.

For 1987-88, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system basic operating grants (4.0%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-3*
*BILINGUALISM GRANTS 1987-88*

*THAT* bilingualism grants in 1987-88 be made in the following amounts:

| | |
|---|---|
| Ottawa | $11,248,000 |
| Laurentian | 2,289,000 |
| Glendon | 945,000 |
| Hearst | 120,000 |
| Sudbury | 146,000 |
| St. Paul | 940,000 |

### 2.1.4 Institutional Weight Adjustments

In Advisory Memorandum 86-VII, Council recommended that institutional funding weights for Ryerson Polytechnical Institute and the Ontario College of Art (OCA), as well as their institutional formula fee rates, be increased. The Minister accepted Council's advice indicating:

> I would also like to indicate my acceptance of the proposed institutional weight changes for Ryerson Polytechnical Institute from the current level of 1.35 [1.36] to 1.42 and for the Ontario College of Art from the current level of 1.3 to 1.35 as well as the recommended phase-in of their formula fees to the "Group 5" level beginning in 1987-88.[4]

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4. Ibid., p. 3.

For 1987-88, Council recommends that the formula fee rates charged by Ryerson and OCA be increased by one-third the difference between the current institutional formula fee rates and the 1987-88 "Group 5" formula fee level. Council also recommends that an institutional weight adjustment grant be allocated to each institution to reflect the increase in institutional weight accorded to each institution. These grants are the residual of the Base Basic Operating Income (Base BOI) revenue increase resulting from the increase in institutional weights and the increased level of formula fee revenue generated by the recommended fee rate increase.[5]

Council believes it is most appropriate to fund the institutional weight adjustments for Ryerson and OCA from general operating grants and not from designated grants such as program adjustment grants. Institutional weight adjustment grants are temporary grants reflecting a change in BIU and BOI levels. When fully implemented, the movement of Ryerson and OCA formula fee rates to the "Group 5" level will more than cover the increased BOI for these institutions.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-4*
*INSTITUTIONAL FORMULA FEE RATE 1987-88*

*THAT,* institutional formula fee rates for 1987-88 be set at the following levels:

| | |
|---|---|
| Ryerson | $952,000 |
| Ontario College of Art | 1,020,000 |

*OCUA 87-5*
*INSTITUTIONAL WEIGHT ADJUSTMENT GRANTS 1987-88*

*THAT,* institutional weight adjustment grants in 1987-88 be made in the following amounts:

| | |
|---|---|
| Ryerson | $1,923,000 |
| Ontario College of Art | 288,000 |

### 2.1.5 Bar Admission Course

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1987-88 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.0%.

Accordingly *recommends to the Minister:*

*OCUA 87-6*

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5. Ryerson and OCA are the only institutions to be funded at a single institutional BIU weight for all enrolments. Shifts in enrolment among programs do not affect BIU counts as at other institutions.

   Currently, Ryerson and OCA students are charged formula fees of $831 and $933, respectively. The 1987-88 "Group 5" formula fee level will be $1195. This is the formula fee level charged to the majority of university students.

*GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1987-88*

*THAT,* a grant of $826,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1987-88.

**2.2 Enrolment/Accessibility Adjustments Envelope**

In Advisory Memorandum 86-VII, Council recommended the establishment of an enrolment/accessibility adjustments envelope to provide an appropriate starting-point for funding each institution under the new operating grants formula and to recognize the inadequate incremental funding provided for all growth institutions. In that Memorandum, Council recommended, and the Minister accepted, that $25 million in enrolment/accessibility adjustments be allocated in the following manner:

(i) $12.5 million to be allocated according to each institution's proportion of weighted Growth BIUs. Growth BIUs are defined as the gap between an institution's undiscounted and discounted BIUs and are calculated by subtracting each institution's 1986-87 Funding BIUs (i.e., discounted BIUs) from the average of its 1983-84, 1984-85 and 1985-86 BIUs (i.e. undiscounted BIUs). Each institution's Growth BIUs are weighted according to its proportion of undiscounted BIUs (the 3-year average indicated above).

(ii) $12.5 million to be allocated according to each institution's proportion of the university system's unweighted Growth BIUs.[6]

In making this recommendation, Council left unstated its recommended treatment of the Laurentian "pseudo-campuses" at Algoma, Nipissing and Hearst. In calculating the total enrolment/accessibility adjustments funds available for Laurentian and the "pseudo-campuses", Council included the "pseudo-campus" enrolments with Laurentian enrolments. This treatment adheres to Council's past approach to "pseudo-campus" funding as recommended in Advisory Memorandum 79-III.

Council has consulted with Laurentian and its affiliated institutions concerning the division of the enrolment/access-ibility adjustments funding among Laurentian and its "pseudo-campuses". Each institution provided Council with a submission reflecting its position on this issue.

Extensive analyses were provided by Laurentian and Nipissing. Nipissing indicated that:

> Our position is that the OCUA distribution method must be applied to pseudo-campus enrollments. Since the affiliates bear the costs of teaching pseudo-campus students they should receive Access Fund payments for those students on the same basis as other universities. Council Recommendation 79-III on setting up the pseudo campus system, stipulated that Laurentian University must transmit funds received from the province on the

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6. Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 35-36.

> college's behalf to the appropriate college without deduction. This should apply to Access Funds which will form part of the new funding formula base. Only by applying the same distribution method within the Laurentian system as was used to distribute funds to Laurentian and other universities can we be assured that we receive our fair share of access money.[7]

On the other hand, Laurentian argues:

> In Advisory Memorandum 79-III by its recommendations 79-9 and 79-10, OCUA created what is now known as the pseudo-campus arrangement. This allows the affiliated colleges to offer certain courses from programmes approved for the Sudbury campus and receive funding for these enrolments via Laurentian. Council reaffirmed in that memorandum that it did not propose to extend to the affiliates the authorization to offer these programmes. However, Council made it possible for the affiliates to receive funding through Laurentian for the parts of these programmes that they offer, at the same weight applicable to the programmes as a whole...It seems to me essential that Council's approach to the allocation of funds within the Laurentian system respect the intent of your memorandum 79-III.[8]

Laurentian further argues that by treating "pseudo-campus" enrolments on the same basis as other universities Council is asked to assume:

(i) that the colleges are, and always have been, authorized to offer the pseudo-campus programmes autonomously and;

(ii) that retroactive calculations should be made on the assumptions that each college is an independent academic entity as far as those programmes are concerned. These assumptions are contrary to Council's position.[9]

In considering these submissions, Council feels it is important to treat the "pseudo-campus" enrolments under the enrolment/accessibility adjustments envelope in a consistent manner with Council's position on the general funding of "pseudo-campus" enrolments as outlined in Advisory Memorandum 79-III and Advisory Memorandum 86-V. Under the current policy, "pseudo-campus" enrolments are treated as Laurentian students. This treatment has generally favoured the affiliated colleges by increasing the number of eligible base BIUs in the interim formula for Algoma and Hearst and substantially increasing the floor funding for Nipissing in the 1986-87 allocation.

Given these considerations, Council believes that the most appropriate

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7. Letter from Dr. A. Blackbourn, President, Nipissing College, to Mrs. Marnie Paikin, February 26, 1987, p. 1.

8. Letter from Dr. J.S. Daniel, President, Laurentian University, to Mrs. Marnie Paikin, March 13, 1987, p. 2.

9. Ibid., p. 2.

method of distributing the Laurentian and "pseudo-campus" enrolment/accessibility adjustments funding is to divide the total funds generated ($1,285,000) according to the share of Growth BIUs calculated for each campus - Laurentian, Laurentian (Algoma), Laurentian (Nipissing) and Laurentian (Hearst).

Accordingly, Council *recommends to the Minister:*

*OCUA 87-7*
*ENROLMENT/ACCESSIBILITY ADJUSTMENTS GRANTS 1987-88*

*THAT,* $25 million in enrolment/accessibility adjustments grants be allocated for 1987-88 according to the formula outlined in Advisory Memorandum 86-VII and the considerations indicated above, resulting in the amounts indicated in Table II.

**2.3 Research Overheads/Infrastructure Funding Envelope**

In Advisory Memorandum 86-VII Council recommended that $25 million be allocated to address inadequacies of support for the indirect or overhead costs of existing research. Council recommended, and the Minister accepted, that for 1987-88 this envelope should be distributed according to each institution's proportion of peer-adjudicated sponsored research funding by the Federal Government's three granting agencies (the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council and the Medical Research Council) for the years 1983-84, 1984-85 and 1985-86.

Council plans to undertake a review of the appropriate long-term mechanism for supporting overhead and infrastructural costs of sponsored research in the coming year. Council will recommend the appropriate mechanism upon completion of its study.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-8*
*RESEARCH OVERHEADS/INFRASTRUCTURE GRANTS 1987-88*

*THAT,* $25 million in research overheads/infrastructure grants be allocated for 1987-88 according to the mechanism outlined in Advisory Memorandum 86-VII resulting in the amounts indicated in Table II.

**2.4 Program Adjustments Envelope**

In Advisory Memorandum 86-II, Council recommended that $10 million be provided in 1987-88 to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments. The Minister announced on November 3, 1986, that $7 million had been provided for these purposes.

Council believes that these funds are best allocated on a competitive basis, according to the merits of each proposal for the use of funds.

Council has requested input from the institutions on the most appropriate evaluative criteria and process under this fund. Council will recommend the allocation of these grants following its consultation on procedures and its review of the subsequent submissions from the institutions.

### 3.0 Formula Grants

Of the $1,442.5 million in operating grants available for 1987-88, $131.5826 million has been previously targetted for particular purposes by Government or recommended above by Council to be made available for extra-formula grants. In addition to these deductions, shown in Table I, $0.103 million has been set aside by Council as a contingency provision in case any retroactive BIU adjustments are required at particular institutions.

Table I

**Availability of Funds for Distribution as Formula Grants for 1987-88**

| | | |
|---|---|---|
| 1. Total Operating Grants Available | | $1,442,500,000 |
| Deduct: | | |
| 2. Line-Item Grants | 7,865,600 | |
| 3. Equipment and Library and Faculty Renewal Grants | 37,000,000 | |
| 4. Extra-Formula Grants | | |
| a) Mission-Related Institution-Specific Funding | | |
| Differentiation Grants | 1,500,000 | |
| Northern Ontario Grants | | |
| - Regular | 6,389,000 | |
| - Special | 3,000,000 | |
| Bilingualism Grants | 15,688,000 | |
| Institutional Weight Adjustment Grants | 2,211,000 | |
| Bar Admission Course | 826,000 | |
| Sub-Total | | 29,614,000 |
| b) Enrolment/Accessibility Adjustments Grants | 25,000,000 | |
| c) Research Overheads/Infrastructure Grants | 25,000,000 | |
| d) Program Adjustments Grants | 7,000,000 | |
| 5. Contingency Provision | 103,000 | |
| Sub-Total | | 131,582,600 |
| 6. Available for distribution as Formula Grants | | $ 1,310,917,400 |

The remaining $1,310.9 million is to be allocated according to the new operating grants formula recommended in Advisory Memorandum 86-VII.[10] It

10. See Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 13-27 for a description of the formula.

should be noted that the unused portion of the contingency provision will also be distributed according to this allocation formula.

The results of the formula calculation are found under the Formula Grants column of Table II. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the formula operating grants be distributed according to the distribution found in Table II.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-9*
*FORMULA GRANT ALLOCATION FOR 1987-88*

*THAT* $1,310.9174 million in formula grants be made available in 1987-88 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table II.

Table II summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the formula and extra-formula grants recommended by Council for 1987-88, along with the recommended grant totals for 1986-87 and the percentage increases in grants between the two years.

Marnie Paikin
Chairman

March 20, 1987

Table 2

Distribution of Grants Generated by Recommendations in Advisory Memorandum 87-I ($000)

| | 1987-88 RECOMMENDATIONS | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|---|
| | | Extra-Formula Grants | | | | | | | | | | |
| | | Mission-Related | | Institution-Specific | | | | | | | | |
| University | Formula Grants | Northern Ontario Grants | Bilingual-ism Grants | Differen-tiation Grants | Institutional Weight Adjustment | Enrolment Accessibility Adjustment Grants | Research Overhead Infrastructure Grants | Special & Unallocated Grants & Contingency Provision | Total Grants Recommended | Total Grants Recommended for 1986-87 | (%) Change |
| Brock | 25,678 | | | | | 2,253 | 157 | | 28,088 | 24,783 | 13.3 |
| Carleton | 65,386 | | | | | 460 | 919 | | 66,765 | 63,101 | 5.8 |
| Guelph | 79,261 | | | | | 755 | 1,666 | | 81,682 | 76,480 | 6.8 |
| Lakehead | 21,006 | 2,721 | | | | 813 | 158 | | 24,698 | 22,871 | 8.0 |
| Laurentian | 19,888 | 2,628 | 2,435 | | | 911 | 74 | | 25,936 | 24,034 | 7.9 |
| Algoma | 1,496 | 237 | | | | 0 | 0 | | 1,733 | 1,670 | 3.8 |
| Laurentian (Algoma) | 336 | 49 | | | | 114 | 0 | | 499 | 365 | 36.7 |
| Nipissing | 3,491 | 485 | | | | 259 | 0 | | 4,235 | 3,847 | 10.1 |
| Laurentian (Nipissing | 678 | 98 | | | | 249 | 0 | | 1,025 | 739 | 38.7 |
| Hearst | 361 | 120 | 120 | | | 0 | 0 | | 601 | 579 | 3.8 |
| Laurentian (Hearst) | 229 | 51 | | | | 78 | 0 | | 358 | 269 | 33.1 |
| McMaster | 86,216 | | | | | 500 | 2,879 | | 89,595 | 83,191 | 7.7 |
| Ottawa | 99,026 | | 12,188 | | | 973 | 1,466 | | 113,653 | 107,276 | 5.9 |
| Queen's | 89,765 | | | | | 1,139 | 2,084 | | 92,988 | 86,615 | 7.4 |
| Toronto | 286,858 | | | | | 2,108 | 8,887 | | 297,853 | 276,784 | 7.6 |
| Trent | 13,976 | | | 1,500 | | 738 | 102 | | 16,316 | 14,991 | 8.8 |
| Waterloo | 100,707 | | | | | 1,475 | 2,472 | | 104,654 | 97,182 | 7.7 |
| Western | 134,748 | | | | | 1,506 | 2,763 | | 139,017 | 130,030 | 6.9 |
| WLU | 25,942 | | | | | 1,076 | 42 | | 27,060 | 25,039 | 8.1 |
| Windsor | 55,741 | | | | | 27 | 451 | | 56,219 | 53,791 | 4.5 |
| York | 117,510 | | 945 | | | 8,505 | 808 | | 127,768 | 114,322 | 11.8 |
| OISE | 17,712 | | | | | 40 | 72 | | 17,824 | 17,087 | 4.3 |
| Ryerson | 56,674 | | | | 1,923 | 730 | 0 | | 59,327 | 54,685 | 8.5 |
| OCA | 8,109 | | | | 288 | 291 | 0 | | 8,688 | 7,826 | 11.0 |
| Dominican | 123 | | | | | 0 | 0 | | 123 | 119 | 3.4 |
| Total | 1,310,917 | 6,389 | 15,688 | 1,500 | 2,211 | 25,000 | 25,000 | 0 | 1,386,705 | 1,287,676 | 7.7 |
| Bar Admission | | | | | | | 826 | | | | |
| Contingency | | | | | | | 103 | | | | |
| Special Northern Grants | | | | | | | 3,000 | | | | |
| Program Adjustment Grants | | | | | | | 7,000 | | | | |

Notes:
1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institution.
2. Bilingualism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Recommended for 1986-87" column includes only those grants recommended in A.M. 85-VIII. The formula grants have been updated using recent MCU formula grant calculations. Similarly, the "% Change" column reflects only the change in grants recommended by Council in A.M. 87-I over the updated A.M. 85-VIII grants. Therefore, the percentage change figures do not accurately reflect the actual increase in operating grants distributed.

# 87-II Ministerial Consents Pursuant to The Degree Granting Act, 1983

This Memorandum constitutes Council's annual consideration of applications for Ministerial consent by out-of-province degree-granting institutions. Applications are evaluated in accordance with the Ministry's policy statement of November 1985 re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983. Council offers advice with respect to programs for which existing consents expire on June 30, 1987 and for which applications for renewal have been submitted, programs which have a consent but for which an additional location is requested, and programs for which an initial Ministerial consent is requested.[1]

## 1.0 Central Michigan University:

### Master of Arts in Education, Concentration in Community College Education; Toronto and Sarnia, Ontario

In 1986, Central Michigan University (CNU) of Mount Pleasant, Michigan was granted a renewal of its existing Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education, at Humber College of Applied Arts and Technology for a one-year period ending June 30, 1987. Central Michigan University has applied for a renewal of this consent and has requested that the consent be extended to encompass the offering of an identical program at Lambton College in Sarnia.

### 1.1 Status in Home Jurisdiction

Central Michigan University is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The last comprehensive evaluation occurred in 1985-86. The next comprehensive evaluation is scheduled for 1992-93 with an interim evaluation, focused on governance, scheduled for 1988-89. In June 1984, NCA conducted site-visits at the three Ontario centres where the Central Michigan University program was offered. The report and subsequent correspondence certified that the program offered in Ontario met the same standards as are applied to the program being offered at the home campus.

Education programs at Central Michigan University are accredited by the National Council for Accreditation and Teacher Education (NCATE). The most recent NCATE assessment of Central Michigan's home campus education programs occurred in 1981, with the next evaluation scheduled for 1990.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Central Michigan University.

### 1.2 Societal Need and Student Demand

The Master of Arts in Education, concentration in Community College

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1. See Ontario Council on University Affairs, Advisory Memorandum 86-I, for a description of the policy and process which Council must apply to these programs.

Education program, provides an opportunity for the professional development of community college faculty in Ontario. Emphasis is on the development of specialized expertise in community college teaching and educational leadership. The program offered by Central Michigan University focuses on issues concerning the delivery of community college education and is tailored to the particular needs of full-time community college faculty who seek professional advancement and enhancement of their skills on a part-time basis. The program consists of ten courses offered in Ontario on weekends over a 30 month period. This permits students to continue their regular teaching schedules at the college while fulfilling professional development needs.

Central Michigan University has been requested to continue to offer the Master of Arts in Education, concentration in Community College Education program in Toronto by Humber College, where it has offered this program since 1984. Due to a renewed emphasis on improving the quality of instruction at provincial community colleges, Humber College has recently added 96 new faculty members, many of whom are interested in registering in the program.[2]

In a letter to Central Michigan University, the President of Humber College stated:

> ...[this] unique program in Community College instruction is not offered anywhere else in Canada or the United States, and it is essential that we pursue this request with Central Michigan in order that Humber can meet the expectations of the Ontario Government and the Ministry of Colleges and Universities in providing quality programming for our faculty.[3]

Lambton College also requested that CMU make this program available to its faculty members for the purpose of professional development since university programs in the area emphasize elementary rather than college-level educational training.[4]

As of March 1986 there were 77 students enrolled in the program at Humber College, 39 of whom are nearing the end of the program. The remaining 38 students began the program in February 1986, six of whom are new faculty members at Humber. The College has indicated that there are twenty-five students on a waiting list who wish to enrol in the program.[5]

Since Lambton College faculty were unable to begin the program in Ontario in the Fall of 1986, a temporary location for the program has been established in Port Huron, Michigan. There are currently 28 Ontario students enrolled in the program there. Twenty-one of these students are

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2. Letter from Mr. Robert A. Gordon, President, Humber College, to Dr. Richard Potter, Assistant Director, Institute for Personal Career Development, Central Michigan University, September 3, 1986.

3. Ibid.

4. Telephone conversation with Mr. Terry Cameron, Lambton College, March 12, 1987.

5. Telephone conversation with Dr. Roy Gireaux, Vice- President, Humber College, March 11, 1987.

faculty members from Lambton College.[6]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

### 1.3 Ontario On-Site Facility and Library Services

The Master of Arts in Education, concentration in Community College Education is offered at the campus of Humber College, which provides the classroom space, office space and equipment necessary to support the program. Facilities and equipment required to offer the program in Sarnia would be provided by Lambton College.

Resources of the Central Michigan University library are available to all off-campus students in Ontario. Students in Ontario can request library books and photocopies of journals from the home campus by phoning collect to the library. Literature and reference assistance are also available at no cost to the student. A Central Michigan University librarian, specifically assigned to serve Ontario off-campus students, visits the Ontario program locations annually to explain the off-campus library services, to provide library orientation and to give bibliographic instruction. Students in Ontario also have access to library holdings at the college at which they are employed.

Council is satisfied that the on-site facilities and library services provided by Central Michigan University in Ontario are adequate.

### 1.4 Recommendation

Due to the specialized nature of the Master of Arts in Education, concentration in Community College Education program, to be offered at Humber College in Rexdale and at Lambton College in Sarnia, and the significant student demand from faculty members at the colleges at which the program would be offered, Council believes that the renewal of Central Michigan University's consent should be granted for two years at the Humber College and Lambton College locations.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-10*
*MASTER OF ARTS IN EDUCATION CONCENTRATION IN COMMUNITY COLLEGE EDUCATION AT CENTRAL MICHIGAN UNIVERSITY*

*THAT* Central Michigan University be granted a Ministerial consent to offer its Master of Arts in Education, concentration in Community College Education, at Humber College in Rexdale, Ontario and Lambton College in Sarnia, Ontario for a period of two years from July 1, 1987 to June 30, 1989.

## 2.0 Free University of Amsterdam:

### Doctor of Philosophy in cooperation with the Institute for Christian Studies; Toronto, Ontario

In 1986 the Free University of Amsterdam, the Netherlands, was

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6. Telephone conversation with Mr. Terry Cameron, Lambton College, March 12, 1987.

granted a one-year renewal of its Ministerial consent to offer its Doctor of Philosophy program in Ontario, in co-operation with the Institute for Christian Studies of Toronto, for the period up to June 30, 1987.

### 2.1 Status in Home Jurisdiction

By letter of December 22, 1986 the Office of the Consulate General of the Netherlands certified to the Ministry of Colleges and Universities that "the Free University of Amsterdam has maintained its degree-granting status, and is empowered to grant the degree designation of Doctor of Philosophy".[7]

Council is satisfied that the requirements specified in the Ministry's policy statement for a university or degree-granting institution established outside Canada or the United States of America, have been met by the Free University of Amsterdam and the Doctor of Philosophy program.

### 2.2 Societal Need and Student Demand

The Doctor of Philosophy program offered by the Free University of Amsterdam in co-operation with the Institute for Christian Studies focuses on foundational and methodological issues in philosophical studies, including the philosophy of history, theology, aesthetics, political theory and interdisciplinary philosophy.

This program serves individuals whose vocational goal is a life of Christian scholarship and teaching, in, or related to, philosophy or the philosophy of a particular academic discipline. The program offers those individuals pursuing an academic career an opportunity to develop a Christian teaching perspective and Christian understanding of their life work at an Ontario location for a major portion of their degree program. The Institute for Christian Studies is the only institution in Ontario at which this focus is available at the graduate level.

The co-operative arrangement currently in place between the Free University of Amsterdam and the Institute for Christian Studies permits students to enrol in a program of doctoral study in Ontario which duplicates the course work and comprehensive exam components of the Doctor of Philosophy program offered at the Free University of Amsterdam. This arrangement, although never formalized, has been in place since 1979.

There are currently seven individuals enrolled in the Doctor of Philosophy program offered at the Institute for Christian Studies.

Council is satisfied that a student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

### 2.3 Ontario On-Site Facility and Library Services

During the two years of course work, comprehensive exams, and any researching and writing of the doctoral thesis required by the Free University of Amsterdam that is completed in Ontario, students utilize the physical facilities of the Institute for Christian Studies.

Students and faculty of the Free University of Amsterdam's Doctor of Philosophy program offered at the Institute for Christian Studies have full access to a small library at the Institute for Christian Studies and to the Robarts Library at the University of Toronto. Library privileges extended by the University of Toronto library are subject to review every three to five years. Library user fees are covered by the Institute for Christian Studies.

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7. Letter from Mrs. G. Schnitzler, Chancellor, for the Consul General, Consulate General of the Netherlands, to the Ministry of Colleges and Universities, December 22, 1986.

Council is satisfied that the Ontario on-site facility and library services of the Free University of Amsterdam in co-operation with the Institute for Christian Studies are adequate.

**2.4 Recommendation**

In 1986, the Minister accepted Council's recommendation that five conditions pertain to the granting of a one-year Ministerial consent to the Free University of Amsterdam. These conditions required that all promotional material pertaining to the Doctor of Philosophy program must indicate that it is a program of the Free University of Amsterdam offered in co-operation with and/or located at the Institute for Christian Studies, Toronto; that the required disclaimer is included on all promotional material relating to the program whether distributed by the Free University of Amsterdam or the Institute for Christian Studies; that the Ministry be made aware of any changes made to the Doctor of Philosophy program offered in co-operation with the Institute for Christian Studies; that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the program; and that the Free University of Amsterdam maintain its present degree-granting status in the Netherlands.

Council is satisfied that these conditions have been met. Council believes that the Free University of Amsterdam should be granted a Ministerial consent for a period of two years.

However, Council notes that in June 1986 the Institute for Christian Studies and the Free University of Amsterdam negotiated a common curriculum for the offering of the doctoral program which they expect will be ratified in September 1987.

Since this ratification will be undertaken within the renewed consent period, Council recommends that the Ministry continue to be informed on an ongoing basis of any changes made to the Doctor of Philosophy program of the Free University of Amsterdam offered in co-operation with the Institute for Christian Studies and that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between these institutions which pertain to the Doctor of Philosophy program.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-11*
*DOCTOR OF PHILOSOPHY AT THE FREE UNIVERSITY OF AMSTERDAM IN CO-OPERATION WITH THE INSTITUTE FOR CHRISTIAN STUDIES IN TORONTO*

*THAT* the Free University of Amsterdam be granted a Ministerial consent to offer its Doctor of Philosophy program in Toronto, Ontario in co-operation with the Institute for Christian Studies for the period from July 1, 1987 to June 30, 1989, on the condition that; during this period the Ministry be made aware of any changes which are made to the Doctor of Philosophy program of the Free University of Amsterdam offered in co-operation with the Institute for Christian Studies; and that the Ministry be provided with a copy of any agreement formalizing or ratifying arrangements between the Free University of Amsterdam and the Institute for Christian Studies with respect to the Doctor of Philosophy program.

## 3.0 GMI Engineering and Management Institute:

### Master of Science in Manufacturing Management; St. Catharines, Ontario

In 1984, GMI Engineering and Management Institute (GMI) of Flint, Michigan was granted a Ministerial consent to offer its Master of Science in Manufacturing Management program in Oshawa and London. This consent was renewed to June 30, 1989 for the Oshawa location only. GMI is now requesting that the consent to offer this program in Ontario be extended to a location in St. Catharines.

### 3.1 Status in Home Jurisdiction

GMI is accredited by the Commission on Institutions of Higher Education of the North Central Association of Colleges and Schools (NCA). The Master of Science in Manufacturing Management program is included in this accreditation. Council notes that GMI's accreditation status was granted following a comprehensive evaluation conducted in 1981-82, and which is valid for five years. GMI's next comprehensive evaluation is scheduled to occur in March 1987 and the report is expected to be available later in the year.

The results of an Ontario on-site visit, conducted in 1984, certified that the degree program offered by GMI in Ontario met the same standards that applied to the program offered at GMI's home campus in Flint, Michigan.

Council is satisfied that the accrediation requirements for degree-granting institutions established in the United States have been met by GMI.

### 3.2 Societal Need and Student Demand

The Master of Science in Manufacturing Management is designed for working professionals with backgrounds in engineering or business who wish to develop expertise in the management of manufacturing firms. This program is specifically tailored to the needs of individuals currently employed in the manufacturing industry and who require additional training in order to move into manufacturing management.

The program is offered via a videotape of each classroom lecture given for a course taken by students enrolled at GMI's Flint, Michigan campus. Students studying at off-campus locations view videotapes of the actual lecture, including the questions and answers of students studying at the home campus. All students use the same study materials. Assignments and examinations are graded by the course professor in Flint.

This format is designed to accommodate the needs of students who are fully-employed professionals. The videotaped lecture is shown at the place of employment. This type of program offers a number of advantages to the part-time student. It greatly reduces time spent travelling to and from class, it ensures that students have access to every lecture despite their work schedule since they have the ability to make up classes missed due to overtime or work-related travel, and it permits students to finish their degrees even when transferred to another branch of the company.[8]

Twenty-four employees of General Motors of Canada's St. Catharines plant have indicated a desire to enrol in this program. Four of these individuals have enrolled in the program currently being offered in Buffalo, New York for General Motor's Saginaw Division until such time as the program is made available locally.

GMI projections indicate that they expect an enrolment of 15 to 18 students in the first three years of the program.

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8. GMI, Application for Ministerial Consent, November 18, 1986, p. 3.

Council is satisfied that both a societal need and student demand exist for this program and that it is meeting a societal need not presently being met by an Ontario institution.

### 3.3 Ontario On-Site Facility and Library Services

General Motors of Canada at St. Catharines would provide the classroom and video playback equipment required to offer this program. They would also make a microcomputer available for students to use for projects and assignments.

Since the quality of library facilities available to students of the program varies widely at each location, GMI's policy is to supply all required materials directly to each student. When this is not feasible or desirable GMI provides one or more copies of the required library materials to each location as dictated by the requirements of a particular course and as specified by the course instructor. In addition, students are guaranteed access to the GMI library for bibliographic assistance and the provision of additional material.

Council notes that the Master of Science in Manufacturing Management program is not a research-intensive degree program, therefore, the library service arrangements appear to be sufficient to support the program.

Council is satisfied that the Ontario on-site facilities and library services of GMI Engineering and Management Institute are adequate.

### 3.4 Recommendation

Given the specialized focus of this program and the support for the program shown by General Motors and its employees, Council believes that GMI should be granted a consent for a two-year period at the St. Catharines location, the expiry of the consent to coincide with the previous consent granted to the program in Oshawa.

Since the North Central Association of Colleges and Schools will have completed its comprehensive evaluation of GMI by the fall of 1987, Council suggests that this consent be conditional upon GMI maintaining its accreditation in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-12*
*MASTER OF SCIENCE IN MANUFACTURING MANAGEMENT AT GMI ENGINEERING AND MANAGEMENT INSTITUTE*

*THAT* GMI Engineering and Management Institute be granted a Ministerial consent to offer its Master of Science in Manufacturing Management program in St. Catharines, Ontario for a period of two years from July 1, 1987 to June 30, 1989, conditional upon GMI maintaining its accreditation status in the United States.

## 4.0 Northern Illinois University:

### Master of Science in Education Specializing in Outdoor Education; Ottawa, Ontario

Northern Illinois University of Dekalb, Illinois was granted a Ministerial consent in 1984 to offer the Master of Science in Education specializing in Outdoor Education at the Forest Valley Outdoor Education Centre, North York, Ontario. In 1986 this consent was extended to June 30, 1989. Northern Illinois University now requests a consent to offer this same program at a new location in Ottawa, Ontario.

### 4.1 Status in Home Jurisdiction

Northern Illinois University is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). Education programs at Northern Illinois University are accredited by the National Council for Accreditation of Teacher Education (NCATE). An NCATE site-visit to the Ontario location at which the program was offered was conducted on August 2-3, 1984 and December 1-2, 1984. In the opinion of the NCATE consultant, the courses offered by Northern Illinois University at the Ontario location were comparable to those offered at the home campus and NCATE standards were being met.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Northern Illinois University.

### 4.2 Societal Need and Student Demand

The Master of Science in Education specializing in Outdoor Teacher Education program is offered in co-operation with, and at the request of, the Council of Outdoor Educators of Ontario (COEO). COEO contracts this program from Northern Illinois University as a professional development opportunity for full-time outdoor educators, elementary and secondary classroom teachers, employees of conservation authorities, community service employees and other COEO members. Most students enroll in individual courses for the purpose of professional growth and do not intend to obtain an advanced degree. Few students are expected to achieve the degree available through attendance at the University of Illinois campus or to transfer credits toward degree programs at Ontario universities.

COEO requested that Northern Illinois University offer graduate courses for fully-employed individuals on a part-time basis which would upgrade the knowledge and leadership skills of outdoor educators in the Ottawa area.[9] The request for Northern Illinois University courses is supported by the Principal of the MacSkimming Outdoor Education Centre and the Director of Education of the Ottawa Board of Education.[10]

Courses will be offered on a trial basis and on the assumption that 20 to 25 students will be enrolled in each course. Northern Illinois University expects to offer two courses per year, one in the Spring semester and one in the Fall.

The Director of Educational Studies at the University of Ottawa has indicated that the Faculty of Education is not in a position to consider offering graduate courses in the area of Outdoor Education at this time.[11]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

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9. Letter from Mr. Lloyd Fraser, Chairman, Professional Development Committee, Council of Outdoor Educators of Ontario, to Dr. Orville E. Jones, Assistant Dean, Northern Illinois University, November 10, 1986.

10. Letter from Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario, to Dr. Orville E. Jones, Assistant Dean, Northern Illinois University, Dekalb, Illinois, October 27, 1986, and;
Letter from Ms. Charlotte Lemieux, Director of Education, Ottawa Board of Education, to Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario, October 22, 1986.

11. Letter from Dr. I. I. Dow, Director of Educational Studies, University of Ottawa, to Mr. Rod Ferguson, Principal, MacSkimming Outdoor Education Centre, Cumberland, Ontario.

### 4.3 Ontario On-Site Facility and Library Services

All facilities and equipment required to offer courses in the Master of Science in Education program will be leased by the Council of Outdoor Educators of Ontario from the Ottawa Board of Education which has made available the facilities of Dunlop Public School, in the southern region of Ottawa. This arrangement includes use of classrooms, the library, and audiovisual equipment.[12]

Students enrolled in courses offered by Northern Illinois University have full access, including borrowing privileges, to both the Teacher Education library and the Morisset library at the University of Ottawa.[13]

Council is satisfied that the Ontario on-site facilities and library services provided by Northern Illinois University in Ontario are adequate.

### 4.4 Recommendation

In view of the support for the offering of courses from Northern Illinois University's Master of Science program in Education, specializing in Outdoor Education, in the Ottawa area from COEO and the Ottawa Board of Education, Council believes that Northern Illinois University should be granted a consent for a two year period. The expiry of the consent for the Ottawa location will coincide with the expiry date of Northern Illinois University's existing consent to offer the same program in North York, Ontario.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-13*
*MASTER OF SCIENCE IN EDUCATION SPECIALIZING IN OUTDOOR EDUCATION AT NORTHERN ILLINOIS UNIVERSITY*

*THAT* Northern Illinois University be granted a Ministerial consent to offer its Master of Science in Education, specializing in Outdoor Education, in Ottawa, Ontario for a period of two years from July 1, 1987 to June 30, 1989.

## 5.0 DeVry Institute of Technology:

### Bachelor of Science in Computer Information Systems (BSCIS); Toronto, Ontario

DeVry Institute of Technology of Chicago, Illinois has applied for a Ministerial consent to offer the Bachelor of Science in Computer Information Systems (BSCIS) at the DeVry Institute of Technology in Toronto, Ontario.

### 5.1 Status in Home Jurisdiction

DeVry Institute of Technology is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The institution underwent a comprehensive evaluation in the fall of 1986 and was accredited for an additional five-year period expiring in 1991. Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by DeVry Institute of Technology, Chicago.

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12. Letter from Ms. Charlotte Lemieux, Director of Education, Ottawa Board of Education, to Mr. L. Fraser, Chairman, C.O.E.O., P.D. Committee, Toronto, Ontario, March 12, 1987.

13. Letter from Mr. Jan Kolaczek, Director, Teacher Education Library, University of Ottawa, to Mrs. Marnie Paikin, March 11, 1987.

A specialized accreditation body, responsible for conducting in-depth evaluations of Computer Information Systems programs in the United States, does not exist. Accreditation of this program is included in the institutional accreditation granted to DeVry.

### 5.2 Societal Need and Student Demand

DeVry indicates that the Bachelor of Science program in Computer Information Systems will provide graduates with the skills required to fill Programmer Analyst positions. Graduates will have the ability to write computer programs in Cobol and Pascal, develop computer systems according to client requirements and implement the systems. Once graduates of the Computer Information Systems BSc program have gained sufficient work experience they will have the ability to move to a Systems Analyst position, which encompasses all aspects of analysis, design, implementation, and customer service required by clients when they introduce computerization, or change their computerization needs.[14]

DeVry, Toronto, projected new enrolments in the degree program of 600 students in 1986, with Fall enrolments expected to reach 650 students in 1987, 625 in 1988, and 533 in 1989.[15] Upper year students enrolled in the existing Computer Information Systems Diploma program are included in these projections, since DeVry expects existing students to transfer directly into the corresponding year of the proposed degree program.

Companies which have previously hired Computer Information Systems diploma graduates from DeVry, Toronto include Hewlett Packard, IBM, Northern Telecom, and the Bank of Montreal. DeVry indicated that 55% of Ontario employers they had surveyed in 1986-87 believed that Bachelor degree graduates generally would be more promotable in the long-term than diploma graduates.[16] However, Council notes that the DeVry Computer Information Systems degree program would exactly replicate the existing diploma program and that, in fact, the qualifications of graduates of both programs would be exactly the same.[17] In effect, the granting of a Ministerial consent in this case would result in more highly credentialed but not more educated DeVry graduates in the workplace.

The results of a survey which DeVry, Toronto, conducted with a group of Ontario employers to illustrate societal demand, indicated that the minimum educational qualification employers most often required for entry-level positions in Computer Information Systems was a college diploma (37.3%). Less than twenty-two per cent indicated that they required entry-level employees to possess a bachelors degree.[18] Clearly this indicates that there is a societal need for DeVry's existing diploma program. Council is not convinced that a societal need exists for the proposed program, particularly, in view of a general decline in applied computer program applicants at Ryerson Polytechnical Institute and at the Colleges of Applied Arts and Technology (CAATs), where diploma programs are offered which are most

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14. Telephone conversation with Mr. Dean Charran, President, DeVry Institute of Technology, March 24, 1987.

15. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, pp. 5-1 and 5-2.

16. Ibid., p. 1-17.

17. Ibid., p.2-29, and DeVry Institute of Technology Toronto, Ontario, 1987 Academic Calendar, p. 40.

18. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, p. 1-22.

like the proposed DeVry program.

According to Ryerson the number of first choice applications received between 1984 and 1986 for their Bachelor of Technology programs in Applied Computer Science fell by almost 45%. At the same time applications to Computer Science diploma programs at the CAATs declined by over 40%.[19] A decline in the number of applications to existing programs in Ontario does not indicate to Council that there is a significant and growing demand on the part of students seeking admission to more comprehensive programs in computer technology.

Council believes that, should DeVry be empowered to grant degrees, this would distort the existing distinction between the college and the university systems since DeVry would be accepting students at the Grade 12 level, without Ontario Academic Credits, as do community colleges, would be offering a program similar to the programs offered at the community college level, and yet would be granting a degree to graduates which both CAATs and Ryerson are prohibited from granting. Council believes that authorizing DeVry to offer Bachelor of Science in Computer Information Systems degrees in Ontario is inconsistent with the specialized purpose and role of the CAATs system relative to Ontario's degree-granting institutions.

Upon review of the DeVry proposal for a Ministerial consent to grant degrees in Ontario, the Ontario Council of Regents for Colleges of Applied Arts and Technology substantiated Council's concerns in this regard:

> In the context of Ontario's post secondary education system, DeVry's role appears more akin to that of the colleges but narrower in overall scope.
>
> There are [in the Ontario higher education system] programs, that in our view, prepare comparable graduates to the DeVry Institute and at this time are competitive. Should the Institute be granted degree granting status, the colleges could be expected to actively promote change to ensure that the competitive position of college graduates is not compromised.[20]

The evidence suggests to Council that a case for societal need for the proposed degree program in Computer Information Systems cannot be demonstrated from either an industry or Ontario educational system perspective.

### 5.4 Recommendation

It is Council's view that DeVry's application for the Computer Information Systems Bachelor of Science degree program does not meet all of the criteria and, therefore, should not receive Ministerial consent.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-14*
*BACHELOR OF SCIENCE IN COMPUTER INFORMATION SYSTEMS AT DeVRY INSTITUTE OF TECHNOLOGY*

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19. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 9.

20. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Mamie Palkin, April 8, 1987, p.2.

*THAT* DeVry Institute of Technology not be granted a Ministerial consent to offer the Bachelor of Science in Computer Information Systems program in Ontario.

**6.0 DeVry Institute of Technology:**

**Bachelor of Science in Electronics Engineering Technology (BSEET); Toronto, Ontario**

DeVry Institute of Technology of Chicago, Illinois has applied for a Ministerial consent to offer the Bachelor of Science in Electronics Engineering Technology (BSEET) at the DeVry Institute of Technology in Toronto, Ontario.

**6.1 Status in Home Jurisdiction**

DeVry Institute of Technology is accredited by the Commission on Institutions of Higher Education, North Central Association of Colleges and Schools (NCA). The institution underwent a comprehensive evaluation in the Fall of 1986 and was accredited for an additional five-year period expiring in 1991.

The Bachelor of Science program in Electronics Engineering Technology is accredited by the Technology Accreditation Commission of the Accreditation Board for Engineering and Technology (ABET). Based on a comprehensive evaluation of the program in 1981-82 it was accredited for a period of six years. A reaccreditation visit is scheduled for 1987-88.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by DeVry Institute of Technology.

**6.2 Societal Need and Student Demand**

The Bachelor of Science program in Electronics Engineering Technology proposed by DeVry Institute of Technology is intended to provide graduates with electronics engineering skills that are directly related to the needs of local industries. DeVry's program emphasizes the three professional areas of communications systems, microprocessor systems and control systems. Specialization in other electrical engineering disciplines is not available.

DeVry expected to enrol 324 new students in the Bachelor of Science in Electronics Engineering Technology program in 1986, and have 326 of their existing students transfer from the diploma program to the degree program for a total of 650 students enrolled. For 1987-88 new enrolments were projected to rise to 350 per year, while total enrolment would remain stable at 600 students enrolled per year. In 1989 new enrollment was projected to increase to 527 students and total enrolment was projected to rise to 736 students.[21]

DeVry cites the Report of the Ontario Task Force on Employment and New Technology as evidence of the societal need for graduates of the proposed program. This Report projects that the rate of technological change will continue to accelerate over the next ten years and that the dominant technological features of future growth and change will involve a wide range of micro-electronics, computers, telecommunications and information technologies. It also suggests that there will be a shortage of

21. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, pp. 5-1 to 5-2.

people trained in these areas.[22] Their analysis of this Report leads DeVry to suggest that:

> [We are] providing high-tech education for many young people in Ontario that is directly related to the needs of emerging and growing industries...one of the major factors stopping graduates from progressing faster into various occupational groups, such as management, is the lack of a recognized degree. If graduates could achieve degreed status, DeVry would be giving them a greater opportunity for career development as well as satisfying a growing demand by the employers of Ontario.[23]

However, results of a survey which DeVry conducted in late 1986, of Ontario employers who had previously hired graduates from DeVry's Electronics Engineering Technology program for an entry level Electronics Engineering Technology position, do not substantiate DeVry's claim that there is a need for the proposed program. Responding to the question:

> If your company hired a graduate from DeVry's Electronics Engineering Technology program in 1986 (Q. 4c), which one of the following would best describe who would you hire for an entry-level Electronics Engineering Technology position in 1987 if DeVry were to grant bachelor's degrees?

Only 14% of the employers surveyed indicated that they would hire a bachelor's degree graduate in the electronics engineering technology field.[24]

Council cannot consider this to be indicative of sufficient societal demand for a DeVry Bachelor of Science degree program in Electronics Engineering Technology, particularly given the declining applications for similar programs at CAATs and at Ryerson.

Ryerson Polytechnical Institute indicated that the content of DeVry core courses in Circuit Analysis, Electronic Devices and Digital Systems is very similar to corresponding courses offered at Ryerson.[25] However, the DeVry program offers significantly less depth than a similar program at Ryerson, particularly in the areas of Mathematics, and Physics, the Humanities and Social Sciences.[26] The DeVry program is also similar to electronics engineering programs offered by the Ontario Colleges of Applied Arts and Technology (CAATS), although it was noted by the Ontario Council of Regents for Colleges of Applied Arts and Technology that DeVry's role, by comparison, is more narrow in scope.[27] Council notes that between 1984 and 1986 the number of first choice applications to Ryerson Polytechnical Institute's Bachelor of Technology degree programs in electrical engineering

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22. Ibid., pp. 1-1 to 1-12 and DeVry Institute of Technology, Application for Ministerial Consent to Grant Bachelor's Degrees, May 21, 1986, p. 1-1 and 1-3.

23. Ibid., p. 1-1.

24. DeVry Institute of Technology, Response to OCUA Request for Additional Information, February 25, 1987, p. 1-18.

25. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 4.

26. Ibid., pp. 3 and 4.

27. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Marnie Paikin, April 8, 1987, p. 2.

fell by almost 33%. Applications to electronics engineering programs at the CAAT's also declined significantly during the same period.[28] Declining enrolments in Ontario programs most similar to DeVry's proposed program does not indicate to Council that there is an increasing student demand for another electronics engineering technologist training program in Ontario.

Additional concerns with regard to the need for this degree program parallel those noted in Council's review of societal need and student demand for DeVry's proposed Bachelor of Science program in Computer Information Systems (see Section 5.2).

Council concludes that although there is a societal demand for the DeVry diploma program in Electrical Engineering Technology, a societal demand for the Bachelor of Science program in Electronics Engineering Technology proposed by DeVry cannot be established.

### 6.3 Recommendation

It is Council's view that DeVry's application for the Electronics Engineering Technology Bachelor of Science degree program does not meet all of the criteria and, therefore, should not receive Ministerial consent.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-15*
*BACHELOR OF SCIENCE IN ELECTRONICS ENGINEERING TECHNOLOGY AT DeVRY INSTITUTE OF TECHNOLOGY*

*THAT* DeVry Institute of Technology not be granted a Ministerial consent to offer the Bachelor of Science in Electronics Engineering Technology in Ontario.

## 7.0 International Correspondence Institute: Bachelor of Arts in Bible/Theology; Peterborough, Ontario

The International Correspondence Institute (ICI) of Missouri, United States, through its office in Brussels, Belgium, has requested a Ministerial consent to offer its Bachelor of Arts in Bible/Theology by correspondence from the Eastern Pentecostal Bible College, (EPBC) in Peterborough, which has been designated as its Canadian office.

### 7.1 Status in Home Jurisdiction

The International Correspondence Institute is incorporated as a non-profit educational institution in the state of Missouri. The International Correspondence Institute is fully accredited by the Accrediting Commission, National Home Study Council (NHSC), which is a national accrediting body recognized by the Council on Post-secondary Accreditation (COPA) and the United States Department of Education.[29] The Government of Belgium has extended full authorization for ICI's international operations there.[30]

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by the International Correspondence Institute.

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28. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 9.

29. By virtue of COPA recognition, NHSC and regional accrediting bodies have equal status in the accrediting community, which extends to their respective accredited institutions.

30. Telex provided by the Belgium Consulate, Toronto, January 7, 1987.

**7.2 Societal Need and Student Demand**

The Bachelor of Arts in Bible/Theology program enables individuals to earn a degree combining flexible study schedules with the convenience of studying at home.

The program attempts to meet the needs of three types of students:

1. Bible College students who wish to do part of their program by correspondence;
2. Students studying for personal interest;
3. Students unable or not wishing to attend a regular institution, who wish to study by correspondence.[31]

Upon graduation from this program, individuals may obtain a ministerial licence with the Pentecostal Assemblies of Canada.

There are currently 650 students enrolled in this program. The ICI projects a total enrolment of 1000 students over the next five years.[32]

Council is satisfied that student demand exists for this program and that it is meeting a societal need not currently being met by an Ontario institution.

**7.3 Ontario On-Site Facility and Library Services**

The Bachelor of Arts in Bible/Theology will be available by correspondence from a Canadian office, established on the premises of the Eastern Pentecostal Bible College in Peterborough. The Academic Dean of EPBC serves as the Canadian Director and program administrator of the ICI program. Office, storage space, mailing facilities and computer services are made available to the ICI office by EPBC.

Students studying ICI correspondence courses may utilize the EPBC library which houses 24,000 volumes, most of which are in the theological area, and which support the type of theological degree offered by ICI. Students residing at great distance from the EPBC campus, who would not have access to the Peterborough campus, would be required to utilize local public and private library collections.

For each course, ICI produces a study manual upon which the course is based. Each course is also based upon a textbook. As with other correspondence courses, the bulk of the course-work is based upon the manual and text.

Council is satisfied that the Ontario on-site facility and library services of the International Correspondence Institute are adequate.

**7.4 Recommendation**

On the basis of the above considerations, Council believes that the International Correspondence Institute should be granted a Ministerial consent for a period of two years, from July 1, 1987 to June 30, 1989 on the condition that it has re-authorized EPBC in 1989 to administer the programs in Ontario. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-16*

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31. Letter from Mr. Carl Verge, National Director, International Correspondence Institute, Peterborough, Ontario, to the Ministry of Colleges and Universities, December 17, 1986, p. 2.

32. Ibid., p. 2.

*BACHELOR OF ARTS IN BIBLE/THEOLOGY BY CORRESPONDENCE FROM THE INTERNATIONAL CORRESPONDENCE INSTITUTE*

*THAT* the International Correspondence Institute be granted a Ministerial consent to offer its Bachelor of Arts in Bible/Theology by correspondence from the Eastern Pentecostal Bible College in Peterborough, Ontario for a period of two years from July 1, 1987 to June 30, 1989, the consent granted on the condition that the Eastern Pentecostal Bible College maintain its authorization to offer ICI programs in Ontario.

**8.0 Southern Connecticut State University:**

**Master of Special Education, Interdisciplinary Special Education Concentration; Sudbury, Ontario**

Southern Connecticut State University of New Haven, Connecticut has made application for a Ministerial consent to offer its Master of Special Education, Interdisciplinary Special Education Concentration, at Cambrian College, in Sudbury.

**8.1 Status in Home Jurisdiction**

Southern Connecticut State University is accredited by the New England Association of Schools and Colleges, Inc., Commission on Institutions of Higher Education. The University was most recently reaccredited in 1982 for a period of ten years. A fifth-year interim report and focused evaluation was conducted in the Spring of 1986 and a subsequent focused evaluation is scheduled for 1988. The next comprehensive evaluation for Southern Connecticut State University will be conducted in the Fall of 1991.

The Master of Special Education program is included in the institutional accreditation granted to the University. According to the National Council for Accreditation of Teacher Education, a specialized accrediting body responsible for special education programs of this nature does not exist.

Council is satisfied that the accreditation requirements specified in the Ministry's policy statement for degree-granting institutions established in the United States have been met by Southern Connecticut State University.

**8.2 Societal Need and Student Demand**

The Master of Special Education program has been brought to the Sudbury area to benefit Special Education teachers from local elementary and secondary schools, teachers and administrators from Cambrian College involved with the training of professionals in the fields of social work, child care and mental retardation, and mental health workers working in psychiatric hospitals or mental health clinics in the Sudbury region. Students would be fully-employed professionals who enroll in the program on a part-time basis. If students who are not fully-employed in a related field are accepted into the program, they must have a sponsoring agency (school, hospital, community clinic, Children's Aid Society, etc.) where experiential activities, child studies and clinical projects can take place.[33]

The program is based on the educateur model of multidisciplinary assessment and treatment of clients based on the professional's observation and assessment of all aspects of the clients' environment and experiences.

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33. Letter from Mr. Alcide E. Gour, Dean of Bilingual Programs, Cambrian College, Sudbury, to Mrs. Mamie Paikin, March 13, 1987.

Students receive "hands-on" experience with a variety of populations including the emotionally disturbed, socially maladjusted, delinquent, mentally retarded, learning disabled and physically handicapped. Graduates of the program will have developed observation and recording skills through practical studies and client interaction. They will be familiar with holistic models of client care, and will have studied and practiced different clinical approaches to the various human services they provide.

Professionals in the human services field use this program to conduct research in areas in which their knowledge is limited and to experience different methods of clinical treatment. All aspects of independent study are focused on the student's specific needs for skills and information. Students also have the opportunity to be involved in a one to two-week exchange with students at the home campus. They will be exposed to the American social services system and be placed in local social service agencies near the home campus where they are required to conduct case studies.[34]

No similar degree program is presently available at an Ontario university in Northern Ontario.

The projected maximum enrolment in this program is thirty-five students. Fifty individuals in the Sudbury region have inquired about the program. Fifteen of those have formally applied for entry into the program through the SCSU graduate school.

Council is satisfied that student demand exists for this program and that it is meeting a societal need not presently being met by an Ontario institution.

### 8.3 Ontario On-Site Facility and Library Services

The Master of Science in Special Education will be offered on the campus of Cambrian College, Sudbury, Ontario. Cambrian College will provide the classroom space, office space and equipment necessary to support the program.

The resources of the Southern Connecticut State University are available to all off-campus students including the "Special Education Resource Center" library collection. Borrowed literature, photocopies of journals, and reference assistance are all provided at no cost to the student. A duplicate collection of the most significant journals will be established by Southern Connecticut State University at the Cambrian College campus. First-year students are required to visit the New Haven Campus to receive an on-site library orientation.

Students will also have access to and use of library resources at Laurentian University through the Inter-Regional Library Service System.

Council is satisfied that the Ontario on-site facility and library services provided by Southern Connecticut State University for Ontario students are adequate.

### 8.4 Recommendation

Council believes that Southern Connecticut State University should be granted a Ministerial consent for two years at the Cambrian College site. Since the New England Association of Schools and Colleges Inc., Commission on Institutions of Higher Education will have completed a focused review of Southern Connecticut State University by 1989, Council suggests that this consent be conditional upon Southern Connecticut State University maintaining its accreditation in the United States. Further, it should be the responsibility of the Ministry to ensure that this condition is met.

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34. Telephone conversation with Dr. George Olshin, Department of Special Education, Southern Connecticut State University, March 24, 1987.

Council also recommends that the Minister request that the appropriate accrediting agency conduct a site-visit of the premises and facilities where the program is offered in Ontario which would determine whether the program, as offered in Ontario, meets the same standards that are applied to the program as it is offered in the home jurisdiction.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-17*
*MASTER OF SPECIAL EDUCATION, INTERDISCIPLINARY SPECIAL EDUCATION CONCENTRATION, AT SOUTHERN CONNECTICUT STATE UNIVERSITY*

*THAT* Southern Connecticut State University be granted a Ministerial consent to offer its Master of Special Education, Interdisciplinary Special Education Concentration, at Cambrian College in Sudbury for a period of two years from July 1, 1987 to June 30, 1989, conditional upon Southern Connecticut State University maintaining its accreditation status in the United States; and that a site-visit be conducted by the appropriate accrediting body to determine whether or not the program offered by Southern Connecticut State University in Ontario meets the same standards as the program offered at the University's home campus in the United States.

Marnie Paikin
Chairman

May 7, 1987

# 87-III The Ongoing Accessibility Envelope for 1987-88

On March 10, 1987 the Minister of Colleges and Universities asked for Council's advice with respect to the ongoing operation of the "accessibility envelope" recommended in Advisory Memorandum 86-VII. The Minister requested that Council provide advice by April 30, 1987 as to how this envelope will be managed and how enrolment growth beyond current (1986-87) levels will be recognized. In this memorandum, given the time-frame for response, Council outlines some preliminary thoughts on this issue.

## 1.0 Objectives of the Accessibility Envelope

When Council recommended that an ongoing accessibility envelope be established, it saw this envelope as a vehicle for responding effectively to future accessibility problems as they arose. In Advisory Memorandum 86-VII, Council indicated:

> Council believes there is merit in having in place an ongoing mechanism to respond to accessibility problems in the future. Although it has not been able to develop this mechanism sufficiently to make a proposal at this time, it is prepared to follow-up with further initiatives in 1987. If the up-coming OS:IS bulge is significant, it will be important to have such a mechanism in place. Council envisions the enrolment/accessibility adjustments envelope remaining in place for 1988-89 and beyond. However, this envelope will only allocate funds when the need arises as in the case of an OS:IS bulge. In other years this envelope will remain inactive.[1]

Council's primary objective in setting up this envelope was to have a mechanism in place for Government to react effectively to temporary or short-term accessibility problems which might occur in the future and thereby ensure that there would be access to university education for qualified students.

The Minister has indicated that Government wishes to be more proactive than anticipated by Council. He identified several specific objectives for the accessibility envelope over the next several years:

> Separate and apart from this basic operating grants envelope, however, the government will establish an ongoing accessibility envelope which will be operational in 1988-89 and will recognize enrolment growth beyond current (1986-87) levels. This envelope will be used to respond positively to increases in enrolment demand. Such an increase may arise from the implementation of the OS:IS (Ontario Schools: Intermediate and Senior) reform of secondary school curriculum. Equally important, however, will be the use of this envelope to enhance accessibility for all qualified students, and to increase participation, in spite of the projected decline of the 18-24 year age group in our population. This fund

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1. Ontario Council on University Affairs, Advisory Memorandum 86-VII, pp. 36 and 37.

will be used to enhance opportunities for all qualified students, especially adults, part-time students and under-represented groups in our society.[2]

Council notes that Government has made a commitment to enhancing general accessibility to university education and for the specific groups identified. The issues posed by this broadened set of objectives are complex and far-reaching. In the time available, Council has not been able to deal adequately with the array of issues associated with developing an approach to achieving the multiple objectives identified. Instead, Council discusses in a general manner a broad funding framework for approaching the funding issues raised by the accessibility envelope and provides specific advice for funding the anticipated increased enrolment demand for 1987-88. In Council's judgement, the most pressing issue to be addressed is the funding of the anticipated 7% increase in full-time undergraduate applications for the Fall of 1987 and the anticipated OS:IS bulge in 1988. Consequently, this memorandum concentrates on funding increases in general enrolment such as that anticipated for this Fall and associated with the OS:IS bulge. Council will address in a more comprehensive manner enhancing opportunities for underrepresented groups and make specific recommendations with respect to the OS:IS bulge at a later date.

In the process of preparing its advice, Council requested that each institution, the Council of Ontario Universities (COU), the Ontario Federation of Students (OFS) and the Ontario Confederation of University Faculty Associations (OCUFA), suggest approaches to operating this envelope in future years to achieve each of the objectives identified by the Minister. The short time-frame for dealing with this issue necessarily limited the number and detail of the responses submitted, but Council found the submissions helpful and appreciates this input.

## 2.0 Funding Policy Perspective

The primary thrust of the new formula grants mechanism is to provide institutions with stable core funding in order to achieve the following aims:

(a) protect institutions' funding from the impact of the actions of other institutions;

(b) reduce the incentive for institutions to use growth only for the purpose of increasing their share of total operating grants;

(c) provide the opportunity for quality considerations as well as for quantity consideration in academic decisions; and

(d) reduce short-term variations in funding which may result from fluctuating enrolment patterns in future years.[3]

Measures intended to deal with short-term problems should not impact

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2. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, March 10, 1987, pp. 2 and 3.

3. Ontario Council on University Affairs, Advisory Memorandum 86-VII, p. 9.

negatively on long-term funding objectives. Council reiterates its conviction that first priority must be given to stable core funding. In moving to the stable funding environment provided under the new formula grants mechanism, Council realizes that it is important to have in place a separate mechanism to deal with accessibility problems which might arise in the future. However, it is equally clear to Council that this separate accessibility envelope should not be dealt with in isolation from the overall funding policy of Government. This envelope is part of an integrated package of funding mechanisms. It is important that initiatives funded through this envelope support and work in conjunction with other funding mechanisms.

To have an effective overall funding policy, the funding mechanisms used to distribute accessibility envelope funds must not undermine the objectives of the other funding envelopes, particularly the stability objective associated with the formula grants envelope. Unless appropriately conceived, the accessibility envelope could compel institutions, once again, to enter into the competition for students experienced in the past in order to maintain their share of an inadequate funding pot. In Council's view, such an unfortunate outcome can and must be avoided.

### 3.0 The Ongoing Accessibility Envelope

Council believes that the accessibility envelope can effectively enhance university accessibility, as well as support and maintain the objectives and integrity of the new operating grants system, if the following approach is followed:

(i) provide adequate financial support for stable core funding;
(ii) provide accessibility funding, through the accessibility envelope, on a short-term, current need basis in sufficient amounts; and
(iii) when it becomes clear that the enhanced accessibility funded through the accessibility envelope is not a temporary or short-term phenomenon, incorporate the funding for this long-term increase in demand in base funding through the formula grants envelope or through appropriate extra-formula grants.

### 3.1 Adequate Core Funding

Before allocating funds for enhancing accessibility through the accessibility envelope it is important that formula grants and other ongoing base grants such as bilingualism grants, Northern grants, differentiation grants, and research overhead/infrastructure grants be supported at appropriate levels. If funding increments for these grants are inadequate in relation to the growth funding associated with the accessibility envelope, the accessibility envelope could become the vehicle for institutions to subsidize their underfunded existing services. It would be folly to pursue a policy of increased accessibility to Ontario universities if that policy brought about a deterioration in the quality of education provided. Without adequate core funding, growth funding through the accessibility envelope could have this result. Council strongly urges Government to ensure that adequate core funding is available. Council will identify an appropriate level for core funding later this year in its Advisory Memorandum on funding needs for 1988-89.

### 3.2 Accessibility Envelope Short-term Funding

As noted above, when Council first examined the need for an ongoing accessibility envelope, it believed that from time to time this envelope would be inactive. This reflected Council's view that this envelope should provide funding on a short-term basis in accordance with the needs at the time. While the objectives of the envelope have been broadened by Government, Council continues to believe that this envelope should provide short-term accessibility funding in accordance with existing needs and initiatives to improve university access.

Council's short-term funding position stems from two considerations. First, initiatives to be undertaken by this envelope are not "base" or "core" funding initiatives. This envelope is to be used to improve access "on the margin". Ontario already has a widely accessible university system, whose infrastructure and ongoing operation are appropriately supported by base funding. The Minister has indicated that the accessibility envelope is intended to recognize enrolment growth beyond current (1986-87) levels. Until this incremental activity is found to be sustained and ongoing, it is appropriate for it to be funded as incremental, non-base funding.

Second, a short-term funding mechanism can be designed to provide the flexibility needed to respond to rapidly changing needs. In Council's view, accessibility concerns will change over time and these changes can be both significant in magnitude and unpredictable. This is particularly true for general enrolment demand such as the short-term problem of finding places for an increase in applicants for Fall 1987. A short-term funding mechanism can also provide the flexibility to accommodate a variety of approaches to enhancing opportunities and meeting the accessibility needs of underrepresented groups. Council believes, for example, that a variety of approaches could be explored to enhance opportunities for access to university. With short-term funding, these approaches could be tested, continuing to fund those found to be successful and phasing-out those which are unsuccessful.

#### 3.2.1 General Enrolment Growth - The OS:IS Bulge

The most significant accessibility problem to be faced in the near future is likely to result from the possible increase in secondary school applicants created by the OS:IS secondary school curriculum change. The problem is one of finding places for increased numbers of students in all programs. There is no reason to believe that OS:IS students will have any different preferences for program offerings than current students. Consequently, universities will not be able to accommodate them by filling gaps in less popular programs. The pressures on popular programs will likely be extreme.

The size of the OS:IS bulge is extremely important for determining prescriptive solutions. COU has indicated:

> Although it is not possible to make accurate projections, in the judgement of the COU Committee on Enrolment completing secondary schooling in four years rather than five will produce an increase in the number of applicants to first year university in September 1988 of at least 8%. Moreover, the increase could be

as high as 25%.[4]

At this time, however, it is impossible to predict accurately the magnitude of the possible bulge and the capacity necessary to deal with it. The results of Phase III of the joint Ministry of Colleges and Universities and Ministry of Education survey of secondary school student intentions will not be available for several weeks. Earlier this year COU set up an OS:IS Contingency Planning Task Force to look into the issues posed by an OS:IS bulge. COU was unable to provide Council with advice on OS:IS in the time allotted. A significant amount of work will have to be undertaken in upcoming weeks before the impact from and response to OS:IS are more clearly focused. Council is also reluctant to duplicate the efforts of COU by dealing with this matter in any detail at this time.

While Council is not in a position to make detailed recommendations on dealing with OS:IS at this time, it is seized with the urgency of the issue. The time-table is short for planning initiatives to meet any increased demand for 1988. This matter must be dealt with later this Spring and Summer to provide institutions with adequate lead-time to make the arrangements necessary to meet the anticipated increase in enrolment demand for 1988. Council appreciates and supports the efforts and initiatives already undertaken by the institutions through COU to identify where institutional capacity can be expanded to accommodate increased demand. Their co-operation will be of vital importance to meet possible enrolment growth. Council supports COU's efforts through its OS:IS Contingency Planning Task Force in this area.

Government must work with universities to solve the problem. It must be willing to provide adequate resources to meet this enrolment demand. Since there appears to be little institutional capacity available at current funding levels, it may be relatively expensive for institutions to increase intake. At this time, Council has been unable to evaluate the cost of accommodating an enrolment increase of the magnitude projected by COU. However, Council believes that Government must be prepared to fund the incremental cost incurred. While it would be prudent to fill existing capacity at lower marginal costs first, if enrolment demand increases to the levels projected by COU, these opportunities will be quickly exhausted and relatively expensive short-term initiatives to accommodate this demand will have to be funded adequately.

### 3.2.2 General Enrolment Growth - Enhanced General Participation

As noted above, the Minister of Colleges and Universities has indicated that Government wishes to enhance general accessibility to university for all qualified students and to increase participation in university. Participation has been increasing for several years and it appears that this trend will continue in 1987-88. The most recent application statistics for the Fall of 1987 indicate that the number of applicants to Ontario universities is up by just over 7%. Council knows that decisions on admission will be made by institutions early in June and shares Government's concern that qualified applicants should have the opportunity to undertake university education.

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4. Letter from Dr. Alan J. Earp, Chairman, Council of Ontario Universities, to the Honourable G. Sorbara, Minister of Colleges and Universities, January 6, 1987.

At this time, it is uncertain whether the increase in applications to Ontario universities for the Fall of 1987 reflects a continuation of the trend to higher participation rates, albeit a significant jump, or, at least in part, is OS:IS influenced. Preliminary information on the number of 18 year old applicants suggests that there is some OS:IS influence present. However, it will be difficult to distinguish between these two influences for 1987-88 and for the subsequent OS:IS bulge years.

### 3.2.3 Options for Funding General Enrolment Growth

Government has made a commitment to enhance general accessibility and participation as well as to fund the OS:IS bulge. Council believes it would be impractical to distinguish between these two sources of students. If additional funding were only to provide for accommodating OS:IS cohort students, access could be denied to qualified non-OS:IS students. Therefore, Council recommends that new enrolment growth resulting from either a general increase in participation or from the influence of the OS:IS cohort should be treated equally. Government reinforces this notion of equal treatment by indicating that growth beyond current (1986-87) levels be recognized.

Council has identified three options for funding increases in enrolment resulting from the combination of the OS:IS bulge and increased general accessibility. Each approach responds to the Minister's desire to recognize enrolment growth beyond current (1986-87) levels.

The first approach would fund incremental Basic Income Units (BIUs) beyond current year (1986-87) levels at a level of average Base Basic Operating Income (Base BOI) per Base BIU, less the formula fees collected for these incremental students. Funding should be based on a short-term commitment of three to four years, then reviewed for continued short-term support or a base funding commitment. This short-term commitment acknowledges the commitment that institutions must make to students who are accepted into programs of study. The incremental BIUs and formula fees funded through the Accessibility Envelope should not be included in the Moving Average BIU and formula fee counts found in the Formula Grants envelope, since this would result in a "double-counting" of these students for current and future funding purposes. Under this approach, Council would not entertain changes in funding corridors in the Formula Grants envelope until an adequate case for a long-term and sustained enrolment increase could be made.

In order that recognition for new enrolments in 1987-88 be given, funding for additional 1987-88 BIUs will have to be slipped one year (funded in 1988-89). However, if the OS:IS bulge is as large as is currently projected, it will be extremely difficult for institutions to cope with the increased costs incurred for these incremental students on a slip-year basis. Therefore, it will likely be necessary to provide this funding on a current-year basis for 1988-89 and beyond.

While this approach is relatively simple administratively, Council recognizes that it has some serious short-comings. Recognizing all enrolment growth beyond 1986-87 levels will not only fund increased intake, but also the flow-through of students which has resulted from increased intake and retention from previous years. Institutions which have not increased intake could conceivably benefit from being funded for a flow-through phenomenon, which would not help meet increased future demand. It could also fund shifts in enrolment to higher weighted programs without

meeting additional student demand.

A related problem could arise in the future, where total system enrolment remains constant with some institutions having accessibility envelope funded increased enrolment and others having a reduction in enrolment. Under this situation, no net gain in accessibility will occur while accessibility funding is being allocated.

This average revenue approach also does not recognize or account for the additional short-term costs that are associated with the significant enrolment increases projected for the OS:IS bulge. In particular, there are likely to be additional space needs which will have to be met through space rental or addition of temporary accommodations. These types of costs will need to be funded to ensure that institutions can meet the extraordinary demand projected.

Council also recognizes that current-year funding could present problems for Government's budgeting of transfer payments. However, given the possible increases in intake and total enrolment that may have to be absorbed in one year of the OS:IS bulge period, some provision must be made for funding large incremental costs at the time they occur. Institutions will have to make commitments to hire people and expand the space and equipment available prior to accepting increased enrolments.

The second option that Council has explored would fund in 1987-88 incremental first-year undergraduate intake beyond 1986-87 first-year undergraduate intake levels at a level of average Base BOI per Base BIU, less the formula fees associated with these incremental students. In the subsequent three years, these two cohorts would need to be tracked and the positive difference between the BIUs for the cohort which began in 1987-88 and the cohort which began in 1986-87 at each level of study (year 2, year 3 and year 4) would be funded at an average revenue rate. Subsequent cohorts of new entrants would be funded beyond 1986-87 cohort levels if it was deemed appropriate that accessibility funding be provided. For each new cohort approved for accessibility funding, a commitment of funding for up to four years would be made.

As with the first option, the incremental BIUs and formula fees funded through the Accessibility Envelope should not be included in the Moving Average BIU and formula fee counts found in the Formula Grants envelope, since this would result in a "double-counting" of these students for current and future funding purposes. Under this approach, Council would not entertain changes in funding corridors in the Formula Grants envelope until an adequate case for a long-term and sustained enrolment increase could be made.

This approach overcomes some of the shortcomings of the first option. It only funds increases in future demand. Most important, it does not fund the flow-through of past increases in intake and changes in retention. It also should be less prone to funding shifts in enrolment to higher weighted programs without meeting additional student demand since it does not fund graduate enrolment growth. In addition, Government can closely monitor trends in general enrolment demand in future years and determine if accessibility funding is warranted for upcoming cohorts of new entrants before committing to four years of funding for these students.

The major concerns with this approach are that it is administratively more complex than option one and may not be technically feasible for 1987-88. For the first cohort, it requires that new first year undergraduate students in 1986-87 and 1987-88 be "flagged" and "tracked" for four years to compare relative levels for each year of study. Subsequent cohorts will

require a similar degree of tracking. There are questions about the technical feasibility of this approach which appear insoluble in time for implementation for slip-year funding for the 1987-88 cohort.

Similar to option one, this approach does not recognize or account for the additional short-term costs that are associated with the significant enrolment increases projected for the OS:IS bulge.

Under the third approach to meeting accessibility needs for a general increase in demand, Government would ask institutions to indicate, by discipline, the number of additional students (BIUs) each institution could accommodate, and what additional funds would be required to accommodate those students. Government would take a proactive role in negotiating how increased demand would be accommodated. Again, funding would likely have to be provided on a slip-year basis for 1987-88 and on a current-year basis for subsequent years. The BIUs and formula fees associated with this funding would have to be identified and excluded from each institution's count of Moving Average BIUs and formula fees to ensure that there is no double counting.

A major draw-back to this approach is that it will be administratively time-consuming and complex. This is of particular concern for meeting increased enrolment demand from 1987-88. The timing is short to use this method effectively for the Fall of 1987. However, Council cautions against rejecting this approach on the basis of expediency. Another concern that should be weighed is the degree of intervention by Government this approach may require. Decisions on levels of admissions and enrolments can have a profound effect on the quality of education offered. Institutions must be able to ensure that they can continue to provide a high quality educational experience.

Given the above considerations, Council believes it may be appropriate to combine some of the approaches identified. Either option one or option two could be combined with option three to meet general accessibility funding needs more effectively. Both of these combinations provide per BIU funding for eligible incremental enrolments as well as accommodating for extraordinary costs beyond this automatic entitlement through negotiation.

Combining options one and three would require a clear commitment to fund incremental enrolments for a three to four year period at a specified level. That is, fund the incremental total BIUs beyond current (1986-87) levels at a set level, inflated annually over the period of commitment. In addition to this funding commitment, institutions should be able to submit proposals for further funding, if they can make a case for additional cost coverage beyond the formulaic funding level. Such proposals should include estimates of numbers of additional enrolments by discipline accommodated by this funding for the period of the funding commitment, as well as the incremental costs to be incurred.

Combining options two and three would require a clear commitment to fund the incremental intake cohort for a four-year period. In addition to this funding commitment, institutions should be able to submit proposals for further funding, if they can make a case for additional cost coverage beyond the formulaic funding level.

In each case, the level of funding per BIU should be identified at the outset of the commitment. Council has not come to a conclusion about an appropriate level. The average revenue level indicated above might be considered. However, as some institutions have indicated, a case can also be made for funding at a level less than average revenue. Council believes

that the level of incremental BIU funding should be chosen carefully to ensure adequate support for accommodating increased enrolment demand. The level of support required for additional costs will depend upon the level of incremental BIU funding provided and institutional circumstances.

For 1987-88, it would appear to be feasible to provide slip-year funding for additional BIUs. Special cost funding would not be possible. In subsequent years, special cost funding should be provided on a current year basis. Institutions should be able to estimate these costs prior to the fiscal year. If possible, current year funding should also be provided for incremental BIU funding in 1988-89 and beyond.

### 3.2.4 Underrepresented Groups

The issues involved with expanding opportunities for underrepresented groups are, in some respect, similar to those of increasing long-term general participation. However, by focusing on the specific needs of targeted groups, Council believes that appropriate initiatives can be identified and implemented which would promote and enhance accessibility. A flexible approach to meeting the needs of these individuals is essential if an effective program is to be undertaken.

At this time, Council is not in a position to make specific suggestions as to the most appropriate approaches to enhancing the opportunities of underrepresented groups such as adult learners, part-time students, physically handicapped students, Franco-Ontarians, native people and Northern Ontarians. In each case there are many issues that should be explored. In its submission to Council, the University of Guelph outlined some of the considerations which will have to be dealt with for one such group, handicapped students:

> With respect to underrepresented groups in our society, we would note that from our experience with handicapped students, considerable extra costs are incurred if such students are to be given the full educational experience that they may rightly expect. If the numbers of handicapped students (to use but one example of an underrepresented group) are to be significantly increased then we would suggest that a funding distribution mechanism be delayed until some reasonable estimate can be made of the additional costs involved. While it would probably be more efficient from a cost standpoint to designate one institution to deal with students with a visual handicap, one for those with hearing problems and one for those with a mobility problem, such a solution would seem undesirable for social reasons. Thus each institution may have to bear all the additional costs.[5]

Council is aware of the importance and complexity of the issue of enhancing opportunities of underrepresented groups. It will address the issue in detail at a later date.

### 3.3 Long-term Funding

Council has not been able to address the long-term issues associated

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5. Letter from Dr. B.C. Matthews, President, University of Guelph, to Mrs. Marnie Paikin, April 6, 1987.

with enhancing general accessibility. The issues involved with these objectives are complex and far-reaching. They include economic factors, such as labour market needs, and social and cultural factors, such as parents' occupation, home environment, ethnic origin, student's age and sex, and peer group and school environment. Initiatives at the university level may have limited impact in changing participation. Ensuring that increases in participation are long-term and sustained will require long-term efforts in various areas. Given the nature of these objectives, Council is unable at this time to provide details of the efforts needed to achieve these objectives.

As indicated, funding in the ongoing accessibility envelope should be limited to short-term funding committed for a set period of time. Before committing to further funding an assessment of the funding should be undertaken to see if funding should continue.

In Council's view, this assessment stage is of critical importance. In the case of new initiatives to enhance access by underrepresented groups, these initiatives should be assessed for their effectiveness in improving accessibility as well as evaluated for additional ongoing base funding. In the case of meeting general enrolment demand or increasing general university participation, it is important to evaluate the longevity or permanence of any increase in demand before expanding overall system capacity in a permanent manner.

When the assessment is made, three options could be chosen for the future: (i) if the demand appears to be abating, or the approach has been ineffective, accessibility envelope funding can be withdrawn or phased-out, then any subsequent enrolments beyond 1986-87 levels would be included in the institution's Moving Average in the Formula Grants envelope; (ii) if it appears demand will continue, but not for a sustained period of time, funding could be committed for another identified period of time, with enrolments continuing to be excluded from the Institution's Moving Average in the Formula Grants envelope; and (iii) if it appears that demand will be sustained over a long period of time, the institution can submit a plan and apply to have its Formula Grants envelope corridor shifted upwards, formula support increased and its accessibility enrolments included in its Moving Average. In the third situation, since growth enrolments beyond 1986-87 levels have not been included in an institution's Moving Average before this review, the institution will be requesting a corridor change prior to its eligible Moving Average BIUs going above its corridor.

The assessment stage provides a critical link with the Formula Grants envelope. It is at this stage that Government will make a commitment to ongoing base funding for higher enrolment levels. Council believes that it is extremely important that caution be exercised before making a commitment to base funding for increased enrolment demand.

The 18-24 year age cohort, which comprises the majority of university students, is currently projected to decline by about 19% by 1995 from its peak in 1983. In recent years participation rates have been increasing annually. However, it is extremely uncertain that long-term efforts to increase participation and attract new learner groups (adults and underrepresented groups) will be able to overcome the impact of these demographics. Therefore, caution must be exercised before expanding system capacity in a permanent manner by expanding physical plant or other fixed-cost expenditures.

At the time of a review it will be important to look at existing capacity in the university system as well as the adequacy of existing resources

before increasing capacity at a particular institution. As well, the implications for additional costs through other envelopes such as the program adjustments grants or bilingualism grants must be evaluated. Changes to base funding resulting from improved accessibility must be carried out in a planned manner.

**4.0 Funding for 1987-88**

In this Advisory Memorandum, Council has provided its preliminary thoughts on the ongoing accessibility envelope. Given the time-frame for response, the breadth of issues involved and the uncertainty surrounding the size of an OS:IS bulge, Council is unable to make recommendations on the ongoing general operation and management of the accessibility envelope at this time. More information is required. Council will undertake the necessary work in the next few months.

Council is aware, however, of the Minister's concern that a mechanism be in place to accommodate the anticipated increase in enrolment demand for Fall, 1987. The Minister has written to the Executive Head of each institution stating:

> I strongly encourage you to act, both individually and collectively, in a manner that endeavours to accommodate fully the increased demand for places. I will expect every possible effort from the university system to help safeguard Ontario's high standards of accessibility in the immediate circumstances and pending the further policy actions referred to above.[6]

In effect, the concern to be addressed by Ontario universities for 1987-88 is to provide sufficient places to meet this increased demand. With this in mind Council, therefore, recommends the implementation of an interim accessibility envelope funding mechanism. Council's preferred mechanism would be option two outlined above, funding in 1988-89 on a slip-year basis each institution's incremental undergraduate BIU intake, thereby funding only the increased new demand. Unfortunately, it has been indicated to Council that, with the reporting data currently available, the Ministry would be unable to identify accurately new BIUs in 1986-87 and 1987-88 and track those enrolments over the next four years. Consequently, Council recommends that, as an interim mechanism, Government fund in 1988-89 on a slip-year basis, the positive difference between each institution's 1987-88 undergraduate BIUs and its 1986-87 undergraduate BIUs (1987-88 undergraduate BIUs - 1986-87 undergraduate BIUs) at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with these incremental enrolments. These BIUs and associated formula fees should **not** be included in an institution's Moving Average count in the Formula Grants envelope.

In subsequent years the flow-through of these enrolments should be treated in the same manner as the OS:IS cohort which is yet undefined. Council will provide the Minister with further advice on dealing with enrolment growth for 1988-89 and beyond later this year.

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6. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to the Executive Heads of provincially-assisted universities, May 6, 1987.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-18*
*INTERIM FUNDING MECHANISM FOR ACCESSIBILITY ENVELOPE TO RECOGNIZE INCREASED ACCESSIBILITY IN 1987-88.*

*THAT* the accessibility envelope recognize incremental enrolment growth for 1987-88 by funding in 1988-89 the positive difference between each institution's 1987-88 undergraduate BIUs less its 1986-87 undergraduate BIUs at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with the incremental enrolment, and that these BIUs and associated formula fees not be included in an institution's Moving Average count in the Formula Grants envelope.

**5.0 Conclusion**

Council has not provided specific advice on funding for OS:IS in 1988-89 and beyond, on the long-term aspects of the accessibility envelope and on support for underrepresented groups. More information and thought is needed before these issues can be addressed adequately. Council is convinced that precipitous action on these issues at this time would be unwise and might create more long-term problems than solutions. Council will devote considerable attention to these issues in the next few months and plans to provide the Minister with further advice on the management of the accessibility envelope in the near future.

Marnie Paikin
Chairman

May 7, 1987

# 87-IV Faculty Renewal Program: Years Two Through Five

On October 17, 1985, the Minister of Colleges and Universities announced the creation of a $50 million University Excellence Fund (UEF), the purpose of which was the enhancement of quality in both teaching and research. One component of the UEF was intended to increase the proportion of younger faculty and women faculty in the university system by providing support ($10 million in 1986-87) for new faculty appointments. The Minister subsequently asked for Council's advice on "the structure and duration of the program", which Council provided in Advisory Memorandum 85-VII. Council took the position that a Faculty Renewal program, if it was to have "any meaningful impact in providing opportunities for new young scholars and women faculty", should involve a five-year commitment of funds.

In the Budget Statement of May 13, 1986 and the Minister's letter of May 26, 1986, the Government announced its intention "that the Faculty Renewal program support 500 new faculty appointments over a five year period, 1986-87 to 1990-91." While the Year 1 (1986-87) positions were to be allocated formulaically, institutions were required to submit detailed plans for the expenditure of funds to be allocated under the subsequent four years of the program. Council was asked "to review these submissions and to recommend the allocation of faculty positions to be supported by the Faculty Renewal fund over the duration of the program".

The Minister indicated that "the ministry foresees the appointment of some 300 faculty during the years 1986-87 and 1987-88; 70 faculty in 1988-89; 70 in 1989-90; and 60 in 1990-91". He also announced that:

> Beginning in 1987-88 eligible expenditures will be limited to:
>
> - hiring new faculty (particularly younger faculty and women faculty) who do not currently hold a tenured position; and
> - transferring existing faculty on part-time and limited term appointments to full-time tenure track appointments.[1]

In this memorandum, Council offers advice on the allocation of faculty positions to be supported by the Faculty Renewal Fund in Years 2 (1987-88) through 5 (1990-91). Council also makes recommendations on the process to be followed in the event that institutions wish to amend their Faculty Renewal plans and on the reporting requirements associated with the program.

## 1.0 Allocation of Faculty Renewal Positions for Years 2 through 5

On July 21, 1986, Council issued a memorandum which noted various aspects of its approach to the Faculty Renewal Fund and provided information on how Council expected to proceed with the program. This memorandum was followed by a consultative meeting held on August 6, 1986 attended by representatives of the Council of Ontario Universities

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1. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, May 26, 1986.

(COU), the Ministry of Colleges and Universities (MCU) and eighteen institutions.

On December 18, 1986, Council invited institutional Faculty Renewal plans for the years 1987-88 to 1990-91. In its call for submissions, Council noted the objectives of the program, "(i) to increase the number and proportion of young faculty and women faculty in Ontario universities and, (ii) to enhance institutional specialization and excellence", and provided an outline of the expected contents of the institutional plans. Subsequently, nineteen institutions applied for support under the Faculty Renewal program.

In their submissions the institutions were asked to provide, for each proposed position, the departmental affiliation, institutional priority ranking and a statement as to how the proposed appointment would enhance institutional specialization and excellence. Each institution was also asked to provide a description of the appointment process to be used to achieve the objectives of increasing the proportion of young faculty and women faculty and to include a statement indicating that the institution understood that the funds were for five years only and agreed that it was prepared to take over the costs of the position(s) in subsequent years.

The task of assessing the institutional appropriateness of the various proposed positions was assigned to Council's Academic Advisory Committee (AAC). The Committee examined each institutional submission on the basis of a number of evaluative criteria. AAC's report to Council is contained in Appendix A and the results of its deliberations are outlined in Appendix B.

The Minister's announcement of May 26, 1986 stipulated that 500 new faculty would be appointed over the five-year period. Council has been informed by the Ministry that 247 positions were allocated in Year 1. On the basis of the merits of the positions requested in the institutional submissions, AAC recommended the allocation of 50 positions in Year 2, 71 in Year 3, 70 in Year 4 and 62 in Year 5.

Council has reviewed the procedure adopted by AAC in the selection of positions to be recommended for support under the Faculty Renewal program. Their deliberations made use of data from many sources to support the stated criteria of the program. Council finds the process used and the outcomes reached to be credible and appropriate.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-19*
*ALLOCATION OF POSITIONS UNDER YEARS 2 THROUGH 5 OF THE FACULTY RENEWAL PROGRAM*

*THAT* the positions listed in Appendix B of this memorandum be approved for Government support under the Faculty Renewal Program for a period of five years commencing in the year specified.

## 2.0 Monitoring the Implementation of the Faculty Renewal Program

Council did not ask AAC to assess the efficacy of the various institutional selection processes intended to ensure that the objectives of increasing the proportion of younger faculty and women faculty in the system are met. The procedural and policy mechanisms put forward by the institutions were many and varied. However, Council wishes to note three particularly exemplary procedural mechanisms which may serve as

examples to be emulated by other institutions.

The University of Ottawa has adopted a procedure whereby all advertisements for appointments under the Faculty Renewal program will include the statement "The University is particularly interested in attracting women candidates" and will conduct a more extensive search for female candidates than usual. McMaster University has appointed an Employment Equity Co-ordinator who will, among other tasks, ensure that special efforts will be made to recruit women for Faculty Renewal program positions. York University utilizes an "incentive program" whereby a Faculty may receive additional positions for exceeding a negotiated target or proportion of female scholars hired. Council suggests that COU make available, to all institutions, relevant information on the various procedural and policy mechanisms adopted throughout the system.

In Council's view, a variety of processes have the potential of ensuring that the Faculty Renewal program's objectives are met. Therefore, Council is not prepared to recommend that certain types of procedural or policy mechanisms be required of each institution. The ultimate test is the results actually achieved. Consequently, Council suggests that the results of each year of the program be closely monitored in order to assess the institutions' success in terms of increasing the number (and hence the proportion) of younger faculty and female faculty.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-20*
*FACULTY RENEWAL PROGRAM REPORTING REQUIREMENTS*

*THAT* as a condition of continuing support under the Faculty Renewal Fund program, institutions be required to report to the Minister, by the end of the first fiscal year for which each new faculty member hired under the program is appointed, the following information for each position supported: a) the age of the faculty member hired; b) the sex of the faculty member; and c) his/her appointment status immediately prior to appointment (i.e., whether on a part-time or contractually-limited appointment and whether on the staff of the institution or that of another institution).

### 3.0 Institutional Requests for Changes to Approved Positions

In its memorandum of July 21, Council stipulated that institutions would be able to submit "changes to approved plans in subsequent years where institutions believe it is necessary". It is Council's view that the benefits of the program are enhanced by this process. The institutions' performance in terms of the goals of the program will be a factor in assessing the desirability of any proposed changes. As well, the advice of the AAC will be sought in the evaluation and approval of any proposed changes.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-21*
*CHANGES TO APPROVED POSITIONS UNDER THE FACULTY*

*Advisory Memorandum 87-IV*

*RENEWAL PROGRAM*

*THAT* institutions be requested to submit to Council, by November 1st of each year, any proposed changes to their individual faculty renewal plans, for recommendation to the Minister, including: a) the departmental affiliation; and b) a statement on how the proposed appointment will achieve the program's objective of enhancing institu- tional specialization and excellence.

Marnie Paikin
Chairman

May 21, 1987

Appendix A

**Academic Advisory Committee**
**Ontario Council on University Affairs**
**700 Bay Street, 7th Floor**
**Toronto, Ontario**
**M5G 1Z6**

May 20, 1987

Mrs. Marnie Paikin
Chairman
Ontario Council on University Affairs
700 Bay Street, 7th Floor
Toronto, Ontario
M5G 1Z6

Dear Mrs. Paikin:

Re: Faculty Renewal Fund Recommendations

The Academic Advisory Committee has recently completed its recommendations for the allocation fo the 253 Faculty Renewal Fund positions made available to the universities on a competitive basis through the University Excellence Fund for the years 1987-88 through 1990-91.

The Committee understands that the major aims of the Faculty Renewal component of the University Excellence Fund are to promote excellence and specialization, and to increase the proportion of yonger faculty and women faculty in the system. With its recommendations, the Committee has attempted to facilitate the achievement of these goals.

In making its recommendations the Committee agreed that the evaluative criteria would include, but not necessarily be restricted to: the degree of institutional involvement in the area in which the position was requested; the quality of the program for which the position was proposed; the age and gender of existing faculty; the strength of the arguments made by the universityies in support of their requests; and, the composite knowledge of AAC members with regard to the composite knowledge of AAC members with regard to the aims, objectives and strengths of universities and programs throughout the province. Furthermore, it was generally agreed that the relative size of an institution should bear some weight but that no institution should beleft out of the allocation of positions because of its relative size.

The recommended allocations fo the 253 Faculty Renewal Fund positions, allocated by the Academic Advisory Committee according to the criteria set forth above, are contained in the appended chart.

Academic Advisory Committee
May 7, 1987

Appendix B

**Academic Advisory Committee Recommendations**
**Re: Faculty Renewal Program Years Two Through Five**

| Institution | Year Two |
|---|---|
| Brock | Education<br>Education |
| Carleton | International Affairs<br>Sociology/Anthropology<br>History |
| Guelph | Pathology<br>Veterinary Microbiology & Immunology<br>Agricultural Economics |
| Lakehead | Social Work |
| Laurentian<br>Algoma<br>Hearst<br>Nipissing | Psychology<br><br><br>Social Welfare |
| McMaster | Mechanical Engineering<br>Medicine - Occupational Therapy/Physical Therapy<br>Computer Science & Systems<br>Psychology |
| Ottawa | Common Law<br>Nursing<br>English |
| Queen's | Politics<br>Microbiology<br>Mathematics<br>Physics |
| Toronto* | Pharmacy (1)<br>Mechanical Engineering (2)<br>Psychology (3)<br>Physics (4)<br>Aerospace (5)<br>Zoology (6)<br>Electrical Engineering (8)<br>Women's Studies/Anthropology (9) |
| Trent | Environmental & Resource Studies |

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

| | |
|---|---|
| Waterloo | Electrical Engineering<br>Management Science<br>Applied Mathematics<br>Psychology |
| Western | Administration & Information Studies<br>Visual Arts<br>Statistical & Actuarial Sciences<br>Computer Science<br>Economics |
| W.L.U. | Social Work |
| Windsor | English<br>Nursing |
| York | Biology - Behavioural Ecology/Neuroscience<br>Earth & Atmospheric Science<br>Business Law - Securities & Taxation<br>Political Science - Constitutional/Public Law |
| O.C.A. | |
| O.I.S.E. | |
| Ryerson | Aerospace<br>Business<br>Office and Administrative Studies |

| **Institution** | **Year Three** |
|---|---|
| Brock | Biological Sciences<br>Education |
| Carleton | Mechanical & Aeronautical Engineering<br>Political Science<br>Economics<br>Physics<br>Computer Science |
| Guelph | Clinical Studies<br>Population Medicine<br>Agricultural Economics & Business<br>Mollecular Biology & Genetics |
| Lakehead | Education |
| Laurentian<br>Algoma<br>Hearst<br>Nipissing | Sociology<br>Psychology<br>Interdisciplinary |

| | |
|---|---|
| McMaster | Computer Science & Systems<br>Mathematics<br>Pediatrics<br>Materials Science & Engineering |
| Ottawa | Philosopy<br>Chemical Enginering<br>Common Law<br>Nursing<br>Physics |
| Queen's | English<br>Mathematics<br>Microbiology<br>Physics<br>Biochemistry<br>Economics<br>Business |
| Toronto* | Zoology (13)<br>Sociology (14)<br>Law (15)<br>Pharmacy (16)<br>Political Science (17)<br>Commerce (18)<br>Geography (19)<br>Italian & Other Languages (22)<br>Zoology (23)<br>Management Studies/Law (25)<br>Medicine (26)<br>Medicine (30)<br>Medicine (42)<br>English (43) |
| Trent | Canadian Studies |
| Waterloo | Mechanical Engineering - Manufacturing<br>Cominatorics & Optimization - Cryptography<br>Computer Science - Artifical Intelligence<br>Accounting - Financial Accounting<br>Geography - Remote Sensing/Digital Analysis<br>Computer Science - Computer Graphics |
| Western | English<br>Chemistry<br>Economics<br>Psychology<br>Philosophy |
| W.L.U. | Music |

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

| | |
|---|---|
| Windsor | Engineering<br>Psychology |
| York | Earth & Atmospheric Science - Synoptic Meteorology<br>Theatre<br>Atmospheric Chemistry (Analytical)<br>Taxation<br>Political Science - International Relations<br>Art History<br>Political Science - Constitutional/Public Law |
| O.C.A. | |
| O.I.S.E. | Measurement, Evaluation & Computer Applications |
| Ryerson | Business & Technical Communications<br>Fashion<br>Hotel & Tourism |

| **Institution** | **Year Four** |
|---|---|
| Brock | Music |
| Carleton | Chemistry<br>Psychology<br>Systems/Electronic Engineering |
| Guelph | Population Medicine<br>Pathology<br>Food Science<br>Chemistry & Biochemistry |
| Lakehead | Nursing<br>Fine Arts (Visual)<br>Psychology |
| Laurentian<br>Algoma<br>Hearst<br>Nipissing | History<br>French |
| McMaster | Biology<br>Pathology<br>Business |
| Ottawa | Translation<br>Physics<br>Music<br>Medicine<br>Criminology<br>Administration |

| | |
|---|---|
| Queen's | Biology<br>History<br>Computing<br>Economics<br>English<br>Electrical Engineering |
| Toronto* | Botany (24)<br>Chemistry (27)<br>Anthropology (28)<br>Forestry (29)<br>Survey Science (31)<br>Psychology (32)<br>Law/Philosophy (33)<br>Fine Art (35)<br>Psychology (36)<br>Computer Science/Library Science (47)<br>Law/Social Work (52)<br>Medicine (53)<br>History (57)<br>English (50)<br>Mechanical Engineering (61) |
| Trent | Economics |
| Waterloo | Computer Science - Computer /Communications<br>Mechanical Engineering - New Materials<br>Electrical ?Engineering - Solid State Electronics<br>Biology - Neuropharmacology<br>Statistics and Actuarial Science |
| Western | Mathematics<br>French<br>Psychology<br>Economics<br>Geography |
| W.L.U. | Psychology |
| Windsor | Chemistry<br>Engineering<br>Physics |
| York | Political Science - International Law<br>Local Government & Planning<br>Accounting<br>Music<br>International Trade/Business<br>Biology - Plant Molecular Gentics<br>Biology - Molecular Genertics |

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

| | |
|---|---|
| | Physics -Space Science |
| O.C.A. | |
| O.I.S.E. | Applied Psychology |
| Ryerson | Business<br>Electrical<br>Journalism |
| **Institution** | **Year Five** |
| Brock | History |
| Carleton | Biology<br>Systems/Electronic Engineering<br>Public Administration |
| Guelph | Veterinary Microbiology & Immunology<br>Pathology<br>Landscape Architecture<br>Zoology<br>Physics |
| Lakehead | Enngineering |
| Laurentian<br>Algoma<br>Hearst<br>Nipissing | Geology |
| McMaster | Mathematics<br>English<br>Psychiatry<br>Business<br>Anthropology |
| Ottawa | Administration<br>Rehabilitation - Occupational Therapy & Physiotherapy<br>English<br>Medicine<br>Chemical Engineering |
| Queen's | Psychology<br>Computing<br>Mathematics<br>Biology<br>Politics<br>Electrical Engineering |

| | |
|---|---|
| Toronto* | Mechanical Engineering (20)<br>Dentistry (34)<br>Physics (37)<br>Philosophy (39)<br>Classics (40)<br>Civil Engineering/Architecture (41)<br>Middle East/Islamic Studies (44)<br>Botany (45)<br>English (62)<br>Zoology (63)<br>Economics (64) |
| Trent | Anthropology |
| Waterloo | Accounting - Audit<br>Statistics and Actuarial Sciences<br>Psychology - Cognitive Science<br>Computer Science - Information Systems<br>Geography - Computer Cartography |
| Western | History<br>Applied Mathematics<br>Modern Languages<br>English<br>Anthropology<br>Psychology |
| W.L.U. | Business |
| Windsor | English<br>Business |
| York | Psychology - Vision<br>Chemistry - Atmospherics (Modelling)<br>Sociology<br>History<br>Visual Arts |
| O.C.A. | Communications & Design |
| O.I.S.E. | Sociology in Education |
| Ryerson | Environmental Health<br>Philosophy |

* In order to facilitate identification, positions allocated to the University of Toronto are identified by the title and the number used in the university submission.

# 87-V The Allocation of the Special Northern Ontario Grants for 1987-88

On November 3, 1986 the Minister of Colleges and Universities announced that $3 million in special grants to Northern institutions will be made available by Government for 1987-88 to address particular needs in providing university-level studies in Northern Ontario. In Advisory Memorandum 87-I, Council indicated it believed that these funds should be distributed on a competitive project basis. After reviewing submissions from Lakehead and Laurentian and its affiliated colleges with respect to appropriate criteria and process for evaluating submissions made under the fund, Council has revised this position and now recommends that for 1987-88, these funds be allocated on a formulaic basis.

In their submissions to Council, both Lakehead and Laurentian questioned the need for, and wisdom of, a competitive process for allocating these funds for 1987-88.
Lakehead suggested that:

> ...for this year only, a significant portion of the funds should be allocated as soon as possible on a formula basis with the condition that we must, within 3 months, report back to O.C.U.A. on how this money has been used to help us address our Northern mandate. Considering that O.C.U.A. is about to look specifically at the regular Northern grant, this activity could assist your deliberations.[1]

Similarly, Laurentian suggested that:

> Before Council calls for submissions on this fund I hope it will consider once again whether a bidding process is the best way to allocate these resources. The wisdom of this procedure is not obvious in light of the following circumstances:
>
> - Council itself is extremely busy implementing major changes to the distribution mechanisms for the whole Ontario system.
> - Council plans a complete review of the Northern grants allocation in 1987 anyway.
> - The fiscal year will be half over before a bidding and selection process can be completed...[2]

Having considered these arguments Council concludes that, for 1987-88, the $3 million in Special Northern Grants should be allocated in a formulaic manner. Council believes that the funds can be most appropriately allocated pro rata to the existing Northern Grants distribution for 1987-88. The latter distribution is calculated according to the "mini-formulae" outlined

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1. Letter from Dr. Robert G. Rosehart, President, Lakehead University, to Mrs. Marnie Palkin, April 27, 1987.

2. Letter from Dr. John S. Daniel, President, Laurentian University, to Mrs. Marnie Palkin, April 22, 1987.

in Advisory Memorandum 75-VII.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-22*
*SPECIAL NORTHERN ONTARIO GRANTS 1987-88*

*THAT* Special Northern Ontario grants in 1987-88 be made in the following amounts:

| | |
|---|---|
| Lakehead | $1,278,000 |
| Laurentian | 1,234,000 |
| Algoma | 111,000 |
| Laurentian (Algoma) | 23,000 |
| Nipissing | 228,000 |
| Laurentian (Nipissing) | 46,000 |
| Hearst | 56,000 |
| Laurentian (Hearst) | 24,000 |

As indicated above, Government's purpose for these grants is to address particular needs of Northern institutions in providing university-level studies in Northern Ontario. As such, these grants should be used to enhance each institution's ability to fulfill its Northern mission. Council concurs with Lakehead's suggestion that institutions report on how these funds have been used.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-23*
*INSTITUTIONAL REPORTING OF EXPENDITURES OF SPECIAL NORTHERN ONTARIO GRANTS FOR 1987-8*

*THAT* for 1987-88, for information purposes, institutions be required to report to the Minister prior to October 1, 1987 on their actual and/or anticipated expenditures of the Special Northern Grants for the fiscal year.

Council is conducting a comprehensive review of Northern Ontario Grants. The Special Northern Ontario Grants will be included in this review. The review should be completed early in 1988.

Marnie Paikin
Chairman

May 21, 1987

# 87-VI A Review of the Policy Statement which Guides the Evaluation of Applications for Ministerial Consent Pursuant to the Degree Granting Act, 1983

## Introduction

As a result of concerns regarding Ministerial consents for out-of-province institutions wishing to offer degree programs in Ontario, Council undertook a review of the current policy. In this Memorandum, Council recommends changes to that policy.

## 1.0 Non-Canadian Jurisdictions

### 1.1 Background to the Existing Policy

In October 1984, the Minister of Colleges and Universities requested Council's advice on what standards should be applied to out-of-province institutions that wish to offer degree programs in Ontario and on what mechanism should be used to apply such standards.[1]

The Minister's concern pertained most specifically to the issue of the quality of programs offered in Ontario by institutions based in the United States:

> The principle which we have applied to out-of-province institutions seeking Ministerial consent, is that Ontario students should be assured that the academic quality of the program is comparable to that offered in the institution's home jurisdiction. Unfortunately, it is becoming increasingly apparent that the minimum standard guaranteed by "American accreditation" is considerably below accepted Ontario university standards.[2]

In Advisory Memorandum 85-III, Council recommended that the Minister retain the existing criterion regarding requests for Ministerial consent emanating from non-Canadian jurisdictions, stating:

> Council believes that the present Ministry policy which ensures that the program being offered in Ontario meets, at a minimum, the same academic standards as the program offered in the institution's home jurisdiction is an appropriate one.[3]

Although Council took the position that all non-Canadian based

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1. Letter from the Honourable Bette Stephenson, Minister of Colleges and Universities, to Mrs. Marnie Paikin, October 12, 1984, p. 2.

2. Ibid., p. 2.

3. Ontario Council on University Affairs, Twelfth Annual Report, 1985-86, AM 85-III, p. 42.

institutions should be treated alike, and should be required to assure the Minister that the program offered in Ontario was of the same standard as the program offered in the institution's home jurisdiction, Council recognized that formal accreditation processes might not exist in every jurisdiction.

Noting that elaborate accreditation mechanisms existed in the United States, Council believed it both practical and appropriate to require that specific accreditation requirements be met by those institutions based in the United States. However, where specialized accreditation bodies did not exist, the Ministry's policy asked regional accrediting bodies, whose purpose was to provide institutional accreditation, to assess individual program standards. Council suggested that the Minister's concerns regarding evaluation reports stemmed from the unsuitability of asking regional bodies to assess program quality. Council stated:

> ...only a specialized accrediting body can properly evaluate the academic standards of a program offered in Ontario by an institution based in the United States as compared to the program offered in the institution's home state.[4]

Council, therefore, recommended that all programs offered in Ontario by institutions based in the United States meet the same standard as that program offered in the institution's home jurisdiction, and that the Minister require accreditation by a specialized accrediting body. Council further suggested:

> ...the Minister should not accept institutional (regional) accreditation as a substitute and therefore should not grant a Ministerial consent for these programs.[5]

Council's final recommendation required non-Canadian institutions to include a clarification statement on all documents pertaining to the program to be offered in Ontario. The clarification statement would indicate that the program offered in Ontario was equivalent to the program offered in the home jurisdiction and that potential registrants should verify for themselves whether the degree would be recognized by potential employers or other post-secondary institutions. It was Council's belief that the student would assume responsibility for a decision to enrol in these programs.

The Minister did not accept Council's advice with respect to specialized accreditation, and continued to accept accreditation from regional accrediting bodies.[6] However, the Minister added to the requirements for Ministerial consent the criteria of societal need, student demand and adequate on-site facilities and library services.[7] The Minister requested that Council advise on those programs submitted for Ministerial

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4. Ibid., p. 44.

5. Ibid., p. 45.

6. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, November 20, 1985, p. 2.

7. Ministry of Colleges and Universities, Policy Statement Re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983, November 1985.

consent. Council accepted this responsibility and had made 15 recommendations dealing with 11 different programs originating from non-Canadian jurisdictions - 10 from the United States and 1 from Europe.

### 1.2 Experience with the Policy

The current Ministerial consent policy reviews a proposed degree program from a non-Canadian institution in terms of:

(i) status in the home jurisdiction,
(ii) accreditation, where applicable,
(iii) societal need and student demand, and
(iv) adequacy of on-site facilities and library services.

The addition of the new criteria and Council's advisory role in the process have created the perception that the review process parallels the Program Approvals Process for programs offered by Ontario institutions. This is not the case as the criteria for the Program Approvals Process include an Ontario verification of quality which the Ministerial consent policy does not permit.

Council's experience with requests for Ministerial consent has given rise to concerns in three particular areas: program content, admission standards, and degree granting status.

#### 1.2.1 Program Content

Since the current criteria do not address quality, Council has found itself obliged to recommend for Ministerial consent some programs, both graduate and undergraduate, which are significantly less demanding or comprehensive than similarly designated programs offered by Ontario institutions.

Council's consideration of the request for renewal of a Ministerial consent from the University of Bridgeport for its Master of Science in Biology, emphasis in Human Nutrition program provided evidence of this concern. In response to a request for comments with respect to its own Master of Science degree program in the Nutritional Sciences field, one Ontario institution indicated:

> It seems from....[course] descriptions almost certain that the Bridgeport program is fairly basic and general. In that regard it would appear to be more like our undergraduate program in Nutritional Sciences than it is like either the Master of Science or the Master of Health Science programs.[8]

To Council's question regarding whether the University would be interested in offering a similar program the response was:

> ...there is probably a demand for such a program. It is open to question whether we have the existing resources to provide it, or whether or not we would regard such a program as a graduate program. The latter concern is not a matter of resources or

8. Letter from Dr. Daniel W. Lang, Assistant Vice-President (Planning) and University Registrar, University of Toronto, to Mrs. Marnie Paikin, July 7, 1986, p. 2.

> scheduling, but of basic content, purpose, and standards. If we were to offer such a program, it would most likely be as a certificate or diploma under the auspices of Woodsworth College.[9]

Another respondent indicated that:

> ...the M.Sc. from Bridgeport is equivalent to elements of an undergraduate program at the University of Guelph.[10]

Council is not convinced that such programs provide a net benefit to Ontario residents. Students enrolling in these programs would be obtaining a master's degree based on course material available at Ontario universities at the undergraduate level. Potential employers and clients of graduates of such programs could be substantially misled by a degree which attests to the attainment of a master's level of knowledge, and actually covers less material than is typically covered in undergraduate programs at Ontario institutions.

Under the evaluative criteria of the current policy, Council had no option but to recommend this program for a Ministerial consent.

A concern for program content was also identified in the consideration of the application for Ministerial consent for bachelors programs from the DeVry Institute of Technology. Ryerson Polytechnical Institute indicated that it offered programs with similar descriptions of technical content but of significantly broader scope than that provided by DeVry.[11]

Council believes that program content is an essential factor to consider when evaluating both graduate and undergraduate program applications for Ministerial consent.

### 1.2.2 Admission Standards

Council's consideration of requests for Ministerial consent has identified programs offered by out-of-province institutions with admission standards far below Ontario institutions. One respondent indicated:

> The offering of a graduate degree based upon admission standards which are unacceptable to an Ontario University, and upon course work which is comparable to that at the undergraduate level at an Ontario University is unfair to students in the course and misleading to the clients of the graduates from such a program.[12]

Similar concerns were held by Council, particularly during its

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9. Ibid., p. 2.

10. Letter from Dr. J.R. MacDonald, Vice-President Academic, University of Guelph, to Mrs. Marnie Paikin, July 7, 1986.

11. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 4.

12. Memorandum from Dr. H.S. Bayley, Department of Nutritional Sciences, University of Guelph, to Dr. Bruce Sells, College of Biological Sciences, University of Guelph, July 3, 1986, p. 2.

consideration of Niagara University's request for consent to offer Master of Arts and Master of Science in Education degrees.

### 1.2.3 Degree Granting Status

Under the current policy, out-of-province institutions with programs comparable to Colleges of Applied Arts and Technology may receive consent to offer degrees which these Ontario colleges are prohibited from offering.

The Council of Regents noted the inappropriateness of degree-granting powers for DeVry in the context of the Ontario system of higher education, stating:

> This letter registers serious reservations about the request for degree granting status for the DeVry Institute. In the context of Ontario's post secondary education system, DeVry's role appears more akin to that of the colleges but narrower in overall scope.[13]

Other respondents commenting on the request for a consent by DeVry Institute noted that degree-granting status for DeVry would be particularly inappropriate since the admission level is the same as that accepted by Ontario Colleges of Applied Arts and Technology, which are unable to grant degrees.[14]

### 1.3 The Appropriate Standard

Given the problems identified and the concerns expressed about the current policy governing the granting of Ministerial consent, Council has concluded that the home jurisdiction standard, in particular as reflected through regional accrediting commissions, is inappropriate to ensure an acceptable level of program quality for a program offered in Ontario by a non-Canadian institution.

The Ontario Council on Graduate Studies (OCGS) echoes Council's concerns about program quality:

> ...COU and OCGS have, in the past, expressed serious concerns about the criteria relating to renewal of consent under the Degree Granting Act, 1983. The members of OCGS share the concern of OCUA that the matter of programme quality needs to be addressed. At the moment it appears that OCUA is relying too much on Accreditation processes in the United States for those graduate programmes offered in Ontario by U.S. based universities. In this regard, we refer Council to a report on the recommendations of a nine-member panel to the Council on Post Secondary School Education (TCHE, October 8, 1986; p. 30) which indicated that "...accreditation falls short of providing the

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13. Letter from Ms. Laura Barr, Acting Chairman, Ontario Council of Regents for Colleges of Applied Arts and Technology, to Mrs. Marnie Paikin, April 8, 1987, p. 2.

14. Ryerson Polytechnical Institute, Comments on DeVry Institute of Technology's Application for Ministerial Consent to Grant Bachelor Degrees, March 30, 1987, p. 2.

quality assurance that our nation deserves".[15]

This report, the COPA Self-Study Advisory Panel Findings and Recommendations, levied a number of general criticisms at accreditation systems in the United States. The Panel indicated that:

> Accreditation is too often based on minimal statistical standards without an insistence on higher quality in the process of teaching and learning and general education...(and that) accreditation, particularly of specialized professional and occupational programs, is sometimes perceived as self-serving - "at times with justification".[16]

Council believes that the policy criteria must incorporate an appropriate quality standard so that programs recommended for consent would be of an acceptable quality. Given the concerns with accreditation in the United States, and the confidence with which the Ontario process is regarded, Council believes that the appropriate quality standard is the Ontario standard.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-24*
*THE COMPARABLE ACADEMIC STANDARDS TO BE MET BY ALL NON-CANADIAN INSTITUTIONS REQUESTING MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT*

*THAT* the standards which should be met by all non-Canadian institutions proposing to offer degree programs in Ontario should be comparable to the academic standards in publicly funded Ontario degree-granting institutions.

### 1.4 Other Existing Criteria

Council continues to believe that all non-Canadian institutions proposing to offer degree programs in Ontario, or courses which lead to degrees, must be corporations fully authorized to grant degrees in their home jurisdiction and must be able to satisfy the Minister that they meet this criterion.

Council believes, however, that the other criteria are no longer applicable. Given Council's position, that the quality of programs offered in Ontario should be comparable to the academic standards of programs in publicly funded Ontario degree-granting institutions, evaluation of on-site facilities and library services would be captured by any review of a quality standard. Similarly, a clarification statement would be unnecessary.

Societal need is an appropriate criterion for consideration of funding a program but unsuitable for the evaluation of applications for Ministerial consent which are neither eligible for, nor entitled to, Government funds.

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15. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, OCGS, to Mrs. Marnie Palkin, October 29, 1986.

16. The Chronicle of Higher Education, Accreditors Urged to Gauge Quality, Not Just Compliance with Minimum Standards, October 8, 1986, p. 30.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-25*
*CRITERIA FOR REVIEWING ALL REQUESTS FROM NON-CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT*

*THAT* all non-Canadian institutions be corporations fully authorized to grant degrees in their home jurisdiction and be recognized by the Minister, and that the criteria of societal need and student demand, on-site facility and library services, and the clarification statement, made redundant by the adoption of the Ontario quality standard, be deleted from the policy.

### 1.5 The Mechanism

Although all requests for Ministerial consent from non-Canadian institutions should be subject to the same academic standard, different mechanisms would be appropriate for the assessment of this standard. Requests for consent have been received for three categories of programs: those with a graduate degree designation, those with an undergraduate degree designation, and those with a religious degree designation. Appropriate mechanisms pertaining to the specific degree designations are detailed below.

#### 1.5.1 Graduate Degree Designations

Most of the programs for which Ministerial consent or renewal of consent has been requested are graduate programs. OCGS believes that:

> ...the appraisals process has been judged to provide a method for providing such quality assurance for graduate programs in Ontario. As a consequence, OCGS wishes to indicate that it is willing to pursue discussions about the way in which the appraisals mechanism may be applied to out-of-province institutions applying for ministerial consents.[17]

The credibility of the Appraisals Committee of OCGS on issues of academic quality was confirmed in the report commissioned by Council to assess the appraisals process. The report indicated that:

> ...in our unanimous and unqualified opinion, the Appraisals Process which is currently in place produces reliable and credible judgements of the academic quality of existing and proposed graduate programs in Ontario.[18]

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17. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. Mamie Paikin, October 29, 1986.

18. Ontario Council on University Affairs, Advisory Memorandum 86-III, An Assessment of the Council of Ontario Universities' Program Quality Appraisals Process, Appendix A, p. 1.

The extensive experiences of the Appraisals Committee of OCGS and the results of the assessment of the appraisals process provide Council with significant confidence in the ability of the appraisals process to identify an Ontario standard of quality at the graduate level and to evaluate Ministerial consent applications accordingly.

Both OCGS and COU have indicated a continuing willingness to turn their appraisals process to the task of assessing the quality of graduate programs for which Ministerial consent is requested. In March 1987, OCGS stated:

> The basic position of OCGS is that one of the criteria in the Ministerial consent procedure should be that the programme be subject to quality assessment under the appraisals process. We request that the members of COU endorse this position and that the Chief Executive Officers write individually to the Minister concerning the issue.[19]

In response, COU indicated to Council that:

> Our Executive Committee endorsed this (OCGS) view and has requested that I write you on this subject. I am pleased to do so...It is time to reexamine the appropriateness and the practicality of the current regulations and procedures under this Act.[20]

The process for graduate programs would involve a submission from the non-Canadian institution which would be sent to OCGS for Appraisals Committee review, within a fixed time parameter, against the Ontario university standard of quality. The cost of the quality appraisal should be borne by the applicants. Successful initial applicants would receive conditional consent for a period of 1 year, during which they would be expected to have an Ontario site-visit conducted by the appropriate OCGS Appraisals Committee to ensure that the Ontario standard of quality was being met.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-26*
*MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR GRADUATE DEGREE PROGRAMS.*

*THAT* any program with a graduate degree designation proposed by an institution based outside Canada be submitted to the Ontario Council on Graduate Studies for appraisal under the

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19. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Dr. Edward Monahan, Executive Director, Council of Ontario Universities, March 26, 1987.

20. Letter from Dr. Edward Monahan, Executive Director, Council of Ontario Universities, to Mrs. Marnie Paikin, May 8, 1987.

conditions indicated in this Memorandum, and that only those programs which pass appraisal be eligible for Ministerial consent.

### 1.5.2 Undergraduate Degree Designations

There is no system-wide process to identify a standard of quality which is applied to undergraduate programs in Ontario and which could be adapted for the evaluation of applications for Ministerial consent. However, Council is aware of many bodies which appraise or certify professional and quasi-professional programs. Where available and appropriate, programs with undergraduate degree designations proposed by non-Canadian institutions should be assessed by these bodies. Special consultants might be utilized in circumstances where no appropriate body exists. This process would be managed by the Academic Advisory Committee of Council. Costs of the undergraduate program review should be borne by the petitioning institutions.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-27*
*MECHANISM FOR REVIEWING REQUESTS FROM INSTITUTIONS OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR UNDERGRADUATE DEGREE PROGRAMS*

*THAT* any program with an undergraduate degree designation proposed by an institution based outside Canada be submitted to Council for academic quality review by the Academic Advisory Committee under the conditions indicated in this Memorandum, and that only those programs which pass the academic quality review be eligible for Ministerial consent.

### 1.5.3 Religious Degree Designations

Council recognizes Government's acknowledgement of separate processes in relation to religious and theological programs. Therefore, Council believes it inappropriate to set standards regulating the program content of religious degrees.

Those institutions whose primary purpose for applying for Ministerial consent is to provide religious training or theological education should be granted consent to do so provided that they award only degrees which clearly reflect the religious or theological nature of the program. Religious degrees that may be awarded include such designations as Bachelor of Christian Studies, Bachelor of Christian Education, Master of Divinity and Doctor of Ministry.

Degrees that would not be appropriate would include such designations as Bachelor of Arts, Bachelor of Science, Bachelor of Education, Master of Arts, Master of Science, Master of Education, and Doctor of Philosophy.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-28*
*CRITERIA FOR REVIEWING REQUESTS FROM INSTITUTIONS*

*OUTSIDE CANADA FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT FOR THEOLOGICAL OR RELIGIOUS DEGREE PROGRAMS*

*THAT* any institution wishing to offer a program with a theological or religious degree designation demonstrate to the Minister that:

a) the purpose of the degree program is to provide religious training or theological education;
b) the title of the degree clearly reflects the religious or theological nature of the degree program; and that
c) the institution has the support of the community it wishes to serve by offering the degree program.

**2.0 Other Canadian Provinces**

**2.1 Background to the Existing Policy**

The policy at the time of the Minister's original referral to Council in October, 1984, required that a Canadian degree-granting institution established outside Ontario be incorporated, be a university or degree-granting institution established in Canada by an Act of the Parliament of Canada or an Act of a legislation of a province other than Ontario, and be a member of the Association of Universities and Colleges of Canada.

Council reviewed the policy and, in Advisory Memorandum 85-III, recommended that the Minister maintain the existing criteria with respect to applications for Ministerial consent from Canadian jurisdictions outside Ontario.

The Minister's response added to the requirements for Ministerial consent for out-of-province Canadian institutions the criteria of societal need, student demand and adequate on-site facilities and library services.[21]

**2.2 Experience with the Policy**

The current Ministerial consent policy reviews a proposed degree program from an out-of-province Canadian institution in terms of:

(i) degree granting status in the home jurisdiction,
(ii) membership in the Association of Universities and Colleges of Canada,
(iii) societal need and student demand, and
(iv) adequacy of on-site facilities and library services.

Only one program from an out-of-province Canadian institution has been reviewed for consent. Council's experience with requests for Ministerial consent from out-of-province Canadian institutions has not given rise to any particular concerns to date and, therefore, Council continues to have more confidence in the standards of degree granting institutions in other Canadian jurisdictions who are members of AUCC and are authorized to

21. Ministry of Colleges and Universities, Policy Statement Re: The Granting of Ministerial Consents as authorized by the Degree Granting Act, Chapter 36, Statutes of Ontario, 1983, November 1985.

offer degrees by virtue of an act of the provincial legislature or the Parliament of Canada. Thus, Council sees no rationale for the retention of any other criteria.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-29*
*CRITERIA FOR REVIEWING REQUESTS FROM OUT-OF-PROVINCE CANADIAN INSTITUTIONS FOR MINISTERIAL CONSENT PURSUANT TO THE DEGREE GRANTING ACT*

*THAT* any out-of-province Canadian institution seeking a Ministerial consent to offer a degree program in Ontario demonstrates to the Minister that it is:

a) a corporation,
b) a university or degree-granting institution established in Canada by an act of the Parliament of Canada, or an act of a legislature of a province other than Ontario, and
c) a member of the Association of Universities and Colleges of Canada, and

that the criteria of societal need and student demand, on-site facility and library services, and the clarification statement be deleted from the policy.

**3.0 Conclusion**

The possession of a degree is accepted as verification that the holder has a mastery over particular segments of knowledge and may be relied upon to render services requiring that level of competency. If the changes to the policy on Ministerial consent recommended in this Memorandum are adopted, both the Minister and the public will be better assured that this verification can be accomplished for out-of-province institutions wishing to offer degree programs in Ontario.

Marnie Paikin
Chairman

June 4, 1987

# 87-VII Criteria and Process for the Program Adjustments Envelope, 1987-88

In response to Advisory Memorandum 86-II, on November 3, 1986, the Minister of Colleges and Universities announced that $7 million would be made available for 1987-88 for program adjustments in graduate and undergraduate programs. Council subsequently indicated in Advisory Memorandum 86-VII that it wished to develop appropriate processes, criteria and guidelines for the use of this envelope after receiving the input of the Council of Ontario Universities (COU) and individual institutions. Having received and reviewed institutional comments, Council recommends in this Memorandum the criteria, process and distribution of this fund for 1987-88.

## 1.0 Background

In the course of its consultation, Council received a variety of comments from institutions on the objectives, process, criteria and funding arrangements for the program adjustments envelope. Council was struck by the complexity and breadth of issues raised by institutions concerning the continuing operation of this funding envelope. Given these factors and the critical importance Council attaches to a well functioning program adjustments envelope under the new operating grants allocation system, Council wishes to undertake a careful and thorough anaysis and discussion of the most appropriate ongoing process, criteria and funding arrangements before providing advice on the future operation of this envelope. Council will undertake to develop these procedures and criteria soon. In the meantime, however, because it is urgent to identify the criteria for the distribution and expenditure of the $7 million allocated for 1987-88, Council offers interim advice on the allocation of this program adjustments envelope for 1987-88.

## 2.0 Program Adjustments Funding for 1987-88

In Advisory Memorandum 86-II, Council outlined the basic characteristics of this envelope:

> Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative dosired program adjustments. The length of commitment should vary from short-term for program closings to more long-term for program openings. Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives. However, in each case a multi-year commitment must be made to phase-in the changes anticipated. Carry-over funding similar to that provided for capital grants should be instituted. Under this arrangement a commitment should be made to fund a particular program adjustment over a period of time and the flow of funds should be identified. Funding recommendations would be on a "new start" basis similar to

Council's current approach to capital funding.[1]

At the time Council conceived this envelope, it was primarily concerned with making funds available to cope with program contraction within the stable funding environment envisaged by Council. Council continues to believe this will be critically important in the future. However, Council recognizes that in the immediate future there may be more concern with program expansion in areas of critical need. It will, therefore, be important to have a fund which is sufficiently flexible to accommodate changing priorities.

When this envelope was developed, the procedures for allocating the funds were identified as follows:

> Council believes the best way to fund these program adjustments is through a challenge fund. Under such an arrangement, institutions will be able to make proposals for program adjustments and negotiate funding for them. Council and the Minister should also be able to use these funds to provide incentives for program consolidation and specialization as well as new program areas.[2]

For 1987-88, however, Council believes that the funds can be most appropriately distributed on a pro rata basis without any carry-forward provision for this year. Given the nature of the program adjustments envelope, institutions should be required to indicate that their planned expenditures will fall within broad funding eligibility criteria before Government funding is approved.

### 2.1 Grant Distribution

Several institutions recommended to Council that the program adjustments envelope be allocated on a pro rata basis for 1987-88. For example, the University of Guelph stated:

> ...we would like to make a strong appeal to treat the first year of the program in a very special fashion. The concept of a challenge fund is a good one, yet a full-fledged competition based on established criteria and procedures would surely delay funding for many months, and we may even lose an opportunity to get the program underway within the current fiscal year. Following the precedent which was set for the allocation of last year's excellence funds, we suggest that, for the first year only, the Program Adjustment fund be allocated on a pro rata basis with detailed prior justification based on Council's overall goals required for expenditures. Detailed guidelines and procedures could then be developed for the allocation of funds within the

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1. Ontario Council on University Affairs, Advisory Memorandum 86-II - Government Support of the University System in 1987-88 and 1988-89, June 1986, p. 22.

2. Ibid., pp. 22-23.

1988/1989 fiscal year and beyond.[3]

There appears to be no singularly obvious formula for distributing program adjustments funding. However, Council feels that the method should be relatively simple and should reflect institutional size and program differences. Therefore, Council believes the most appropriate distribution mechanism is to allocate the program adjustments envelope funds for 1987-88 according to each institution's share of total Basic Income Units (BIUs) for the years 1984-85, 1985-86 and 1986-87. The resulting grant distribution can be found in Table I.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-30*
*PROGRAM ADJUSTMENTS GRANTS 1987-88*

*THAT* $7 million in program adjustments grants be allocated in 1987-88, subject to certain eligibility criteria which follow, according to each institution's proportion of the sum of the total Basic Income Units for the years 1984-85, 1985-86 and 1986-87, resulting in the amounts indicated in Table I.

With the formulaic funding distribution recommended, it is extremely important that Government and Council be assured that the funds allocated are to be used to facilitate the type of activities which will bring about needed program adjustments. These funds should not be treated as normal operating funds. If the planned expenditures of an institution's funding entitlement do not meet the eligibility criteria outlined below, the funds accruing from the ineligible expenditures should not be allocated under this envelope. The funds withheld should either be retained by Government or revert to the formula grants envelope for general distribution.

### 2.2 Funding Eligibility Criteria

Council believes that, for 1987-88, eligible activities covered under this envelope should be defined broadly to provide institutions with maximum flexibility in achieving needed program adjustments. In future years it may be necessary to define the criteria more precisely or identify which criteria will be given priority in order to respond effectively to changing circumstances and planning needs. The overall objective should be to enhance quality and to encourage rationalization and differentiation.

The following types of activities should be eligible for program adjustment funding in 1987-88:

- closures of programs or significant contractions in existing programs;
- start-up costs of programs which are eligible for Government support;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs; and
- movement of program capacity from one institution to another.

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3. Letter from Dr. B.C. Matthews, President, University of Guelph, to Mrs. Marnie Paikin, April 22, 1987.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-31*
*ELIGIBLE ACTIVITIES FUNDED UNDER THE PROGRAM ADJUSTMENTS ENVELOPE, 1987-88*

*THAT* for 1987-88, the activities indicated above be eligible for Government support under the Program Adjustments Envelope.

**2.3 Eligible Expenditure**

As several institutions have indicated to Council, there are many short-term extraordinary expenditures associated with the above activities which should be eligible for program adjustments funding. Eligible expenditures should include:

- retraining or redeployment of faculty and staff within an institution;
- transfer of faculty or staff to another institution;
- facilitating early retirement;
- buying-out contracts;
- equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions;
- appointments of faculty and staff in new areas for 1987-88; and
- renovations directly related to program adjustments.

Each expenditure should be directly related to the program adjustments activity designated. While Council does not consider this list of eligible expenditures to be exhaustive and recognizes that other types of expenditures might be considered, it does believe that expenditures on new capital projects other than for specific renovations related to program adjustments should not be considered eligible expenditures.

For 1987-88, prior to the allocation of each institution's program adjustments grant, institutions should be required to indicate to the Ministry the type of activity for which program adjustments grants will be used, along with the estimated size and type of expenditures to be undertaken. Once the Ministry has confirmed that the projects to be undertaken meet the funding criteria, funds should be allocated as soon as possible. Council requests that the Ministry provide it with copies of the submissions and approvals for information purposes since this information could be valuable in developing the procedures and criteria for the future operation of the envelope.

If the Minister deems it important institutions could also be required to confirm at the end of the fiscal year, in a manner similar to that undertaken for the Excellence Fund, that program adjustments funds for 1987-88 were expended on eligible activities.

**3.0 Conclusion**

Because of the brevity of time available and the importance and complexity of the issues involved, Council has provided interim advice on the distribution and operation of the program adjustments envelope for 1987-88 only. Council plans in the near future to submit advice on the ongoing operation of this envelope. Council remains convinced that the best

way to fund program adjustments is through a challenge fund where institutions will be able to make proposals for program adjustments and negotiate funding for them. This could be done most effectively through Council if it is given adequate resources to operate the process.

Council wishes to make it clear that no program adjustments initiated with the funds provided in 1987-88 will receive automatic carry-forward funding in subsequent years. Funding for 1987-88 should not be interpreted as a funding commitment for future years towards initiatives begun in 1987-88. However, institutions will be able to submit, as part of the program adjustments competition in 1988-89, any carry-forward portion of the program adjustments begun in 61987-88. Funding for these projects in 1988-89 will be determined by comparing their merits to those of newly submitted proposals for program adjustments.

Paul Fox
Chairman

June 19, 1987

Table I

**Program Adjustments Grants for 1987-88**

| | ($000) |
|---|---|
| Brock | 170 |
| Carleton | 359 |
| Guelph | 403 |
| Lakehead | 121 |
| Laurentian | 122 |
| Algoma | 6 |
| Laurentian (Algoma) | 4 |
| Nipissing | 21 |
| Laurentian (Nipissing) | 8 |
| Hearst | 1 |
| Laurentian (Hearst) | 2 |
| McMaster | 434 |
| Ottawa | 522 |
| Queen's | 468 |
| Toronto | 1,438 |
| Trent | 91 |
| Waterloo | 533 |
| Western | 701 |
| Wilfrid Laurier | 155 |
| Windsor | 269 |
| York | 748 |
| OISE | 86 |
| Ryerson | 290 |
| OCA | 47 |
| Dominican | 1 |
| Total | 7,000 |

# 87-VIII Government Support of the University System in 1988-89

In this Memorandum, Council sets forth its advice on Government support for the Ontario university system for 1988-89. The advice consists of recommendations on base and targetted funding.

## 1.0 Funding Focus

For 1987-88, Government increased university operating support by 7.3%. Council applauds this increase in funding as a welcome improvement in Government assistance to the university system. While Council recognizes that it is not possible to rectify in one year the serious underfunding experienced by Ontario universities in the past, Council continues to be concerned about the level of funding available to Ontario universities. The amount of support remains inadequate to achieve the goals for the Ontario university system which Council outlined in 1978 in The Ontario University System: A Statement of Issues. These goals were:

1) to develop a more educated populace;
2) to educate and train people for the professions;
3) to provide study at the highest intellectual level;
4) to conduct basic and applied research including development and evaluation; and
5) to provide service to the community.[1]

The 1987-88 increase in Government funding beyond the level of inflation continued to be in the form of targetted funds. While Council has no objection in principle to targetted funding and recognizes that it can be instrumental in achieving certain specific and desirable objectives, Council believes firmly that it must not be adopted at the expense of adequate core funding. Council wishes to repeat the concern it expressed in last year's funding advice when it was particularly apprehensive about short-term targetted funding:

> Targets for funding must be carefully chosen. Short-term or temporary targets which require on-going commitments to people or programs to sustain the initiatives must not cause a further drain on already insufficient base funding when the targeted funds run out...It would be irresponsible to ignore base funding problems in favour of short-term objectives.[2]

Council was gratified to learn subsequently that all of the targetted grants were to be base or continuing grants and not short-term commitments. Thus one of the targetted funds for 1987-88 (the research overhead/infrastructure grants 1987-88) will be continued as a block grant while several others will be folded into the formula operating funds in the

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1. These goals were subsequently endorsed by the Government of Ontario, The Committee on the Future Role of Universities in Ontario, and the Commission on the Future Development of the Universities of Ontario.

2. Ontario Council on University Affairs, Advisory Memorandum 86-II, p. 2.

near future. The student equipment and library acquisition grants and the enrolment/accessibility grants will be included in 1988-89 and the faculty renewal grants will be put in when the five-year commitment to each position is completed.

In 1988-89 and subsequent years, Council's recommended level of funding for these new base grants will be included in its estimate of the cost of its basic funding objectives. As with existing extra-formula grants, Council will provide in its allocative advice recommendations on the appropriate level of base grants which continue to be funded outside the formula grants envelope. Council will make special recommendations in targetted areas only when a need for additional funds in an area is identified.

Council's primary concern in preparing its funding advice for 1988-89 is the level of basic or core funding available to Ontario universities. Council is convinced that Ontario universities must have an adequate level of basic operating grants in order to fulfil the expectations which the Minister of Colleges and Universities stated when he announced the Government's operating support for Ontario's universities for 1987-88:

> As I have said on many occasions, this government places great emphasis on the role of the universities in this province. Advanced economies need advanced research in science and technology and highly educated managers and professionals to keep their industries and public institutions vibrant and at the forefront of development. They need the enrichment which music, literature, the visual arts and the other humanistic disciplines provide. They need the perspective of the social sciences to assist in the process of social change and adaptation. The university sector should be the centre-piece of the strategy of any advanced economy to achieve economic growth and to improve the lives of its people.[3]

To achieve these objectives and enable universities to become the "centre-piece" of economic growth and to improve the lives of its people, additional basic or core funding is required. Universities need the flexibility provided by block grants to meet the particular demands which are placed on them because of their individual circumstances, location, and mandate. While targetted funds are useful supplements to encourage initiative and achieve specific goals, they are not a substitute for adequate core funding which is the major source of universities' sustenance.

## 2.0 Calculation of Funding Requirements for 1988-89

In the following sections, Council outlines its estimates of the requirements for 1988-89. The calculations include Council's estimates of the funds necessary for the maintenance of operating support (Section 2.1)), cyclical renewal of the existing physical plant (Section 2.2), special institutional and policy matters of importance to the Ontario university system (Section 2.3), and continued quality restoration (Section 2.4).

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3. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities to Mrs. Marnie Paikin, November 3, 1986.

### 2.1 Maintenance of Operating Support

In the Autumn of 1985 the Treasurer provided a two-year funding commitment for basic operating grants (1986-87 and 1987-88). Council felt that such a commitment would help facilitate planning in each university by extending the period for which universities knew the level of their basic operating grants. In response to this initiative, Council last year altered its approach to funding advice by recommending funding levels to meet the cost of its basic funding objectives for 1988-89 rather than for the next fiscal year, 1987-88. By making this change, Council acknowledged the commitment by Government to a 4% increase in basic operating grants for 1987-88 and made no recommendations for grant and fee levels to cover the costs of basic funding objectives for that year. The advice was intended to provide a transition to a two-year funding schedule for base operating grants.

Two factors have led Council to update its recommendations on the level of Government support for operating grants and on formula fee rates for 1988-89. First, Government did not respond to Council's base funding advice for 1988-89 and Council now has more current estimates of each of the components of the funding model. Second, since Council made its funding recommendations for 1988-89 in Advisory Memorandum 86-II, there has been a change in the method of allocating operating grants to the universities which significantly reduces the sensitivity of base grants to enrolment changes. As a result, Council has altered both its basic funding objectives and the funding model.

#### 2.1.1 Basic Funding Objectives for 1988-89

For 1987-88, Council's basic funding objectives were: 1) to limit the erosion of operating funding; 2) to offset inflationary trends; 3) to maintain levels of service; and 4) to adjust for predicted enrolment change.

As noted above, the new operating grants allocation system implemented for 1987-88 significantly alters the funding of incremental enrolment changes at Ontario universities. Formula grant levels are insensitive to increases in enrolment unless a specific decision is made by the Minister, on the recommendation of Council, to fund additional enrolments through an upwards shift in an institution's corridor. Formula grant levels are also reasonably insensitive to enrolment reductions.[4] Enrolment increases are funded separately through the Accessibility Envelope.[5]

Because these alterations make it unnecessary to adjust for predicted enrolment changes, Council has modified its basic funding objectives for 1988-89 by omitting the fourth consideration. It has also stated its intentions more precisely.

For 1988-89, the basic funding objectives are:

(1) to address the erosion of operating funding,

(2) to offset inflationary trends, and

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4. See Ontario Council on University Affairs, Advisory Memorandum 86-VII, for an explanation of the new operating grants mechanism.

5. See Ontario Council on University Affairs, Advisory Memorandum 87-III and the letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, June 10, 1987 for a description of the Accessibility envelope.

(3) to maintain levels of service dependent upon basic operating funding.

### 2.1.2 Cost of Basic Funding Objectives for 1988-89

The method for costing Council's basic funding objectives for 1988-89 and the factors used to calculate the funds required are outlined below. Table 1 documents the results. The methodology used for calculating the cost of basic funding objectives differs from last year, reflecting the change in the basic funding objectives noted above.

#### 2.1.2.1 The 1987-88 Base (Column 1, Table 1)

Council's estimate of the basic financial requirements of the Ontario university system for 1988-89 is calculated by escalating the universities' estimated expenditures in 1987-88 by two factors: (a) Council's estimate of the erosion in operating funding from 1985-86 to 1987-88, and (b) Council's estimate of the cost of maintaining the resulting level of service. In calculating the 1987-88 expenditures, it is assumed that expenditures in 1987-88 will be equal to estimated revenues. These revenues include the new base grants announced for 1987-88: enrolment/accessibility grants, research overhead/infrastructure grants, student equipment and library enhancement grants, faculty renewal grants, special Northern grants, and program adjustments grants. The details of this calculation are found in Appendix B.

On this basis, Council estimates that the 1987-88 base of operating revenue and expenditures of all institutions (the fifteen provincially-assisted universities, the affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College) will be $1,830.5 million. The 1987-88 base expenditures are apportioned according to their corresponding share in the universities' budgets; 79.4% for salaries and fringe benefits and 20.6% for non-salary items.

#### 2.1.2.2 Base Adjustment (Column 2, Table 1)

In the funding advice for 1986-87, Council introduced a base adjustment factor to ensure that the funding base used in its cost of basic funding objectives model was not further eroded. Prior to this, Council's estimates of the financial requirements of the Ontario university system were calculated by escalating the universities' operating expenditures in the previous year by Council's estimate of the increase in the costs of maintaining the same level of service. This approach did not question the adequacy of funding in the previous year; it ignored that year's and prior years' shortfalls in funding and in effect "wiped the slate clean" each year. The result was that, before last year, Council's estimates of the cost of basic funding objectives had a built-in and compounded understatement of the needs of Ontario universities.

Council remains convinced of the need to halt the erosion in university funding. Consequently, following the approach adopted in Advisory Memorandum 86-II for estimating the cost of basic funding objectives, Council continues to include a base adjustment factor in its 1988-89 funding model.

Because last year Government announced the level of basic operating grants prior to Council's preparing its funding advice, Council did not make

a recommendation on the level of Government operating support needed to meet the costs of Council's basic funding objectives for 1987-88. Instead, Council provided, for information purposes, its estimate of basic funding needs and strongly urged Government to increase its committed level of basic operating support. Council now estimates the shortfall in total operating support for 1987-88 at $31.8 million. (See Appendix A.) This is an increase from the previous year's cumulative shortfall of $18.1 million. Council uses this $31.8 million factor for base adjustment in Column 2 of Table 1. It is apportioned between salary and non-salary expenditures according to each category's share of base budgets.

Table 1

**The Cost Of Basic Funding Objectives For 1988-89**
**($ Million)**

| | 1<br>1987-88 Base | 2<br>Base Adjustment | 3<br>Inflationary Trend | 4<br>Service Level Costs | 5<br>Cost of Basic Objectives |
|---|---|---|---|---|---|
| **Expenditures** | | | | | |
| Salaries and Fringe Benefits | 1,455.2 | 25.3 | 68.1 | 37.2 | 1,585.8 |
| Non-Salary | 375.3 | 6.5 | 21.4 | 25.0 | 428.2 |
| TOTAL | 1,830.5 | 31.8 | 89.5 | 62.2 | 2,014.0 |

Notes:
1. Factors for each column of the table are as follows:

| | Salaries and Fringe Benefits | Non-Salary |
|---|---|---|
| Column 2: | $25.3 million | $6.5 milion |
| Column 3: | 4.6% | 5.6% |
| Column 4: | 1.4% + 1.0% | $25.0 million |

2. The above percentage change factors are applied to the cumulative total of the previous columns.

### 2.1.2.3 Increases in Costs due to Inflation (Column 3, Table 1)

Council has reviewed forecasts of the increase in the Consumer Price Index (CPI) for 1988-89 which have been made by several competent authorities. These projections ranged from 3.9% to 5.3%. Council has chosen a factor of 4.6% as its estimate of the increase in CPI. Council uses this estimate of the increase in CPI as its salary inflation factor, resulting in an estimated $68.1 million in additional salaries and benefits.

In the past five years, the annual increase in the Ontario University

Non-Salary Price Index averaged 21.2% higher than the annual increase in CPI. Council's 1988-89 non-salary inflation factor is derived by increasing the projected 4.6% increase in CPI by the average differential between the increase in OUNSPI and CPI for this period. This yields a value of 5.6%, resulting in an estimated $21.4 million in non-salary inflation costs.

#### 2.1.2.4 Increase in Costs of Maintaining Existing Service Levels (Column 4, Table 1)

In its advice each year Council has identified and made provision for the costs of maintaining existing levels of service which are not related to inflation. For 1988-89, provision is made for both salary-related and non-salary service level costs.

**a) Salary-related Service Level Costs**

Council's 1988-89 provision for meeting the salary-related costs of maintaining levels of service reflects two factors, the net cost in providing for progress-through-the-ranks (PTR) for faculty and non-academic staff and the costs of providing for pay equity. The net cost of PTR arises from the uneven age distribution of the faculty and non-academic complement where the number of people retiring (with higher salaries) and being replaced by younger people (with lower salaries) is not sufficient to provide the total funds required for the normal progress of continuing faculty and staff. The deficiency is accentuated by the fact that the disciplines in which universities are hiring more faculty, such as computer science and business, are those in which there is the greatest demand by other jurisdictions. As a consequence, Ontario universities are required to pay higher starting salaries than they might do otherwise.

Council believes it is essential to provide sufficient funding to cover the institutions' net cost of PTR. It is becoming increasingly evident to Council, for example through its discussions with the universities at its Spring hearings, that the level of service provided by Ontario universities has continued to be eroded in recent years despite the increases in funding of the last two years. Several institutions indicated to Council that the pattern of providing funding beyond the level of CPI in the form of targetted funds has meant that institutions have had to continue to reduce their levels of service in order to provide staff with reasonable amounts of PTR. Obviously, this is a situation which cannot continue. If institutions are to meet their normal obligations and respond effectively to the increased demand for university education which will arise from OS:IS curriculum changes and increased accessibility, they will have to be assured of adequate core funding.

The faculty manpower flow model developed by the Council of Ontario Universities (COU) predicts that for the existing age distribution of faculty the net costs of providing for PTR in 1988-89 will be 1.4% of salaries and benefits. Council continues to use the faculty manpower flow model's estimate of the net PTR costs as a proxy for the net costs of providing for career progress for non-academic staff since data on costs of career progress for non-academic staff are not sufficiently reliable to furnish an acceptable estimate of net PTR costs for this group. Therefore, the net cost of PTR for faculty and non-academic staff is estimated to be 1.4% of total salaries and benefits. This results in an additional $21.7 million in PTR net costs.

Earlier this year, Government enacted legislation which will require

universities to implement pay equity programs. To date Council has not been able to assess the costs of this initiative for Ontario universities. However, Council feels it is important to make a provision for these costs for 1988-89.

For 1988-89, Council includes in its provision for maintaining levels of service a figure of 1% of the estimated university salary bill for implementing pay equity in Ontario universities. This results in an additional $15.5 million in the salary-related costs of maintaining existing levels of service.

The total salary-related costs of maintaining existing levels of service found in Table 1 is the sum of the estimated net PTR costs and the provision for implementing pay equity ($37.2 million).

**b) Non-Salary Service Level Costs**

In Advisory Memorandum 86-II, Council valued the existing stock of equipment and furniture at $1,163.1 million for 1987-88. When increased by the most recent percentage change in OUNSPI for these components, it is valued at $1,264.6 million. Based on a 12-year replacement cycle, expenditures of approximately $105 million are required in 1988-89 to meet cyclical renewal needs. Expenditure information provided by the institutions for 1986-87 and budgeted for 1987-88 suggests that institutions can be expected to spend between $70.0 million and $80.0 million in 1988-89 on equipment and furniture purchases and rentals from traditional sources of income covering the costs of basic funding objectives. Council, therefore, estimates that in 1988-89 an additional $25.0 million must be made available for the cyclical replacement of equipment and furniture.

**2.1.2.5 Total Cost of Basic Funding Objectives (Column 5, Table 1)**

The total cost of basic funding objectives in Column 5 of Table 1 is the sum of the first four columns. Council's estimate of the total cost of basic funding objectives for 1988-89 is $2,014.0 million - a 10.0% increase over the 1987-88 estimated expenditure base.

**2.1.3 Estimated Government Grants Required to meet the Basic Funding Objectives**

Council estimates that the other income accruing to the university system in 1988-89, in addition to Government grants, will be:

i) from other sources, $73.7 million, which is the same as the amount projected for 1987-88;
ii) from fees other than tuition fees, $28.6 million, which is the 1987-88 projection adjusted for a projected 4.0% increase in enrolment in 1988-89; and
iii) from formula tuition fees, $295.5 million at 1987-88 fee rates.

Consistent with Council's advice on formula fee rates in Advisory Memorandum 79-IV, formula fee rates are increased by the same percentage as operating grants. Therefore, formula fee rates and Government grants should be increased by 10.5%. As shown in Table 2, Council estimates that of the total $2,014.0 million required, $1,585.2 million must be made available as Government operating grants to meet the costs of Council's basic funding objectives in 1988-89.

Council realizes that the percentage increase in formula fee rates may appear to be large. However, it must be pointed out that for the past four

years formula fee rate increases have not kept pace with increases in operating grants. Given the cumulative reduction in students' share of the cost of university education in recent years, Council believes such an increase is reasonable.

Table 2

**Cost to Government of Meeting Council's Basic Funding Objectives for 1988-89: Provincially-Assisted Universities, Affiliated Colleges, Ryerson OISE, OCA, and Dominican College ($ million)**

| | | |
|---|---|---|
| 1. | Cost of Basic Funding Objectives | 2,014.0 |
| 2. | Other Revenue | (73.7) |
| 3. | Other Fee Revenue | (28.6) |
| 4. | Total Formula Fees and Government Operating Grants required to meet Council's Basic Funding Objectives | 1,911.7 |
| 5. | Formula Fee Revenue at 1987-88 rates and the predicted 1988-89 level of enrolment funded by base operating grants | 295.5 |
| 6. | Estimated 1987-88 Operating Grants | 1,433.8 |
| 7. | Estimated 1987-88 Operating Grants and enrolment-adjusted Formula Fee Revenue (line 5 + line 6) | 1,729.5 |
| 8. | Percentage increase in Operating Grants and Formula Fee Revenue $\frac{\text{(line 4 - line 7)}}{\text{line 7}} \times 100$ | 10.5% |
| 9. | Additional Formula Fee Revenue generated by an 10.5% increase in formula fee rates | 31.0 |
| 10. | Total formula Fee Revenue (line 5 + line 9) | 326.5 |
| 11. | Cost to Government of Basic Funding Objectives (line 6 increased by 10.0%) | 1,585.5 |

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

*OCUA 87-32*
*GOVERNMENT OPERATING GRANTS FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES IN FUNDING PROVINCIALLY-ASSISTED UNIVERSITIES AND THEIR AFFILIATED COLLEGES, RYERSON POLYTECHNICAL INSTITUTE, THE ONTARIO INSTITUTE FOR STUDIES IN EDUCATION, THE ONTARIO COLLEGE OF ART, AND DOMINICAN COLLEGE*

*THAT* $1,585.2 million in basic operating grants be made available in 1988-89 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College.

*OCUA 87-33*
*FORMULA FEE RATES FOR 1988-89 TO MEET THE COST OF COUNCIL'S BASIC OBJECTIVES*

*THAT* formula fee rates for 1988-89 be increased by the same percentage as operating grants, namely 10.5%, to provide $326.5 million in formula fee revenue to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College, and that this increase in formula fee rates be fully reflected in the Ontario Student Assistance Program.

**2.2 Cyclical Renewal of Physical Plant**

Council welcomes Government's initiative to increase capital funding. In the past two years, Government has substantially increased its commitment to capital funding for Ontario universities. Currently, it is committed to providing $163.7 million in capital grants for the period 1987-88 to 1990-91. For 1987-88, a total of $66.0 million has been made available. However, only $11.95 million of this amount is allocated to projects covered by Council's 1987-88 capital funding recommendation of $37.5 million for new major repairs, renovations, alterations, and replacement projects. The remaining $54.05 million is allocated to the carry-over costs of existing projects and projects which provide additional space in the universities. The latter alone account for $46 million of the $54.05 million.

Council is convinced that provision for the on-going cyclical renewal of universities is essential to maintain the capital stock of Ontario universities. Proper capital renewal of the universities' physical stock will provide direct benefits for research and teaching in Ontario universities. Maintaining renewal of physical plant avoids crisis management in this area. It also provides for much needed updating of facilities in Ontario universities. Major repairs, renovations, alterations and replacement projects can also have a significant impact on job creation in each community in which a university is located, providing employment in the local economy for construction trades and others.

Council continues to use a level of 1% of the value of the space inventory in the university system as the minimum necessary annually for major repairs, renovations, alterations and replacement projects. For 1988-89, the value of this space inventory has been adjusted for inflation by increasing last year's recommendation for capital assistance by 2.1%, which is the most recent annual increase in the Gross Domestic Product Implicit Price Index for Non-Residential Construction (from 1985 to 1986).

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

*OCUA 87-34*
*LEVEL OF SUPPORT FOR MAJOR REPAIRS, RENOVATIONS, ALTERATIONS AND REPLACEMENT PROJECTS IN 1988-89 FOR THE CYCLICAL RENEWAL OF THE EXISTING CAPITAL STOCK*

*THAT* funds for capital assistance for new major repairs, renovations, alterations and replacement projects in 1988-89 be $38.3 million, plus any amount required for carry-overs and essential new construction.

### 2.3 Special Institutional and Policy Matters

#### 2.3.1 Current Cost Studies

At the request of the Minister, Council is conducting currently several cost studies which could have funding implications for 1988-89. Council is in the process of identifying the incremental costs associated with: (i) the OS:IS bulge; (ii) Northern Ontario institutions; (iii) institutional differentiation at Trent University; (iv) co-operative education; (v) accessibility for underrepresented groups; and (vi) the ongoing operation of Algoma College. Each of these studies could identify additional funding needs arising from the adequate provision of services in the areas noted.

At this time Council is unable to provide a detailed estimate of the incremental costs associated with these initiatives. Council is concerned, however, that there should be funds available for 1988-89 to meet the costs that will be identified later this year. At this time, Council is less concerned with providing advice on funding a possible OS:IS bulge in 1988-89 since Government has indicated it is committed to funding the accessibility of OS:IS students. Because of this commitment and the difficulty in estimating the cost of the bulge at this time due to inadequate information, Council does not provide advice on funding the OS:IS bulge in this memorandum. It plans to provide advice in the Fall of 1987 on the level of funding needed to cover the OS:IS bulge for 1988-89.

Unfortunately, the studies on the remaining subjects will not likely be completed until later in the year. In the interim, Council recommends that a preliminary provision be made for the costs identified. If the provision recommended by Council is inadequate, Council will recommend that additional funds be provided in 1989-90.

Accordingly, Council *recommends to the Minister and the Lieutenant-Governor in Council:*

*OCUA 87-35*
*ADDITIONAL FUNDING FOR THE COSTS ASSOCIATED WITH COOPERATIVE EDUCATION, INSTITUTIONAL DIFFERENTIATION AT TRENT UNIVERSITY, NORTHERN ONTARIO INSTITUTIONS, ACCESSIBILITY FOR UNDERREPRESENTED GROUPS, AND ALGOMA COLLEGE FOR 1988-89*

*THAT* $10 million be provided in 1988-89 as an initial step in recognition of the documented incremental costs of co-operative education, institutional differentiation at Trent University, Northern Ontario institutions, accessibility for underrepresented groups, and Algoma College.

### 2.3.2 Estimated Costs of the Bar Admission Course

Council has consistently recommended that Government deal with the cost of the grant-in-aid for the Bar Admission Course of the Law Society of Upper Canada separately from its provision for Council's basic funding objectives. Although this recommendation has not been adopted, Council continues to believe that such a change is necessary and desirable. Council is convinced that the present arrangement is anomalous. Funding of the Bar Admission Course should not be included in basic operating grants since it diminishes the allocations to universities and sets a dangerous precedent for funding which other professional associations may seek to attain. If no change is made, Council plans to review the allocation in the forthcoming year.

Accordingly, Council *recommends to the Minister and Lieutenant-Governor in Council:*

*OCUA 87-36*
*FUNDING FOR 1988-89 FOR THE BAR ADMISSION COURSE*

*THAT* $0.9 million be provided in 1988-89 for a grant-in-aid for the Bar Admission course.

### 2.4 Restoration of Quality of Physical Plant

Council has been concerned that persistent underfunding for a number of years has had a deleterious effect on the quality of university instruction and research. While recent Government initiatives to increase funding levels have been welcome and extremely important in restoring a measure of quality, the cumulative impact of several years of severe underfunding will not be remedied quickly. Deterioration in quality has been particularly evident in universities' physical plant. The decline in the state of physical plant resources has become so acute that Council regards restoration in quality in this area to be a continuing priority.

### 2.4.1 Deferred Maintenance of Physical Plant

Under the section above, "Cyclical Renewal of Physical Plant", Council recommended that $38.3 million be made available in 1988-89 for the on-going maintenance of the universities' physical plant. This recommendation is based on the belief that throughout the life of the universities' physical plant an equal annual provision (1% of the value of the space inventory)

will, on average, provide for adequate maintenance of the capital stock. However, for several years Ontario universities have not received the necessary annual support to meet the needs of their on-going repairs, renovations, alterations, and replacement projects. Council estimates that the cumulative shortfall in Government funding for cyclical renewal from the inception of Council's advice on this matter to the present amounts to $215.9 million in 1987 dollars. This level of underfunding for capital renewal has been so severe that it represents an increasingly critical priority.

Council's annual recommendations on cyclical capital renewal assume that in every year of the life of university buildings a similar provision is made. Unlike some operating expenditures where a delay in funding or lack of funding affects only that particular year's operations, a shortfall in capital funding has a cumulative impact on the universities' physical plant. It is Council's view that if the universities have to continue to defer significant capital maintenance, they will require extraordinarily large outlays of capital assistance in the future. In the long run these outlays will be much more costly than the annual provision of adequate maintenance funds.

Council believes Government should undertake a concerted and systematic effort to address the backlog of deferred maintenance identified above. It is, therefore, recommending that Government deal with this problem over a ten-year period beginning in 1988-89 by funding 10% of the estimated cumulative shortfall in Government funding for cyclical renewal of the physical plant ($21.6 million).

Accordingly, as a first step towards addressing this problem, Council *recommends to the Minister and Lieutenant-Governor in Council:*

*OCUA 87-37*
*LEVEL OF SUPPORT FOR DEFERRED MAINTENANCE OF PHYSICAL PLANT IN 1988-89*

*THAT* in addition to the amount recommended in 87-33, funds for capital assistance in 1988-89 include, at a minimum, $21.6 million for deferred repairs, renovations, alterations and replacement projects.

**Conclusion**

It is Council's conviction that the funds recommended in this memorandum and summarized in Table 3 are the minimum required to maintain the Ontario university system.

Paul Fox,
Chairman

July 28, 1987

Table 3

**Summary of Grant Recommendations for 1988-89**
**($ million)**

| | | |
|---|---|---|
| 2.1 | Maintenance of Basic Operating Support | 1,585.2 |
| 2.2 | Cyclical Renewal of Physical Plant | 38.3 |
| 2.3 | Special Institutional and Policy Matters | |
| | 1) Current Cost Studies | 10.0 |
| | 2) Grant-in-aid for the Bar Admission Course | 0.9 |
| 2.4 | Restoration of Quality of Physical Plant | |
| | 1) Deferred Maintenance of Capital Stock | 21.6 |
| Total Grants Recommended | | 1,656.0 |

Appendix A

**Revised Calculation of Shortfall in Funding for 1987-88**

The estimate of the basic funding requirements for 1987-88 contained in Advisory Memorandum 86-II has been revised to reflect up-dated estimates of CPI and enrolment change. The inflation factors for salary and non-salary items have moved from 3.8% and 4.4% to 4.5% and 5.2% respectively. Enrolment change projections have been changed from a decline of 1.0% to 0.0% to reflect the adjustment in the new operating grants formula mentioned above. As a result, the revised estimate of the cost of basic funding objectives in 1987-88 is $1,812.3 million.

The estimate of total funds available to the Ontario university system has also been revised to reflect up-dated information on government grants, fees, and other income. Council now estimates that total fee income (formula tuition and other fees) will be $323.0 million in 1987-88. Government operating grants supporting the cost of basic funding objectives will total $1,336.8 million. Other revenue is estimated to be $73.7 million in 1987-88. Thus, the total estimated revenue available to the system to meet the cost of basic funding objectives is $1,733.5 million.

The revised estimate of the shortfall in revenue compared to expenditures required to meet the basic funding objectives is $78.8 million ($1,812.3 - $1,733.5 million).

Council's estimate of total operating funding needs for 1987-88 is the sum of the revised estimate of the cost of basic funding objectives ($1,812.3 million) and the additional operating grant recommendations found in Advisory Memorandum 86-II: $25.0 million for library and equipment needs, $15.0 million for operating grants formula anomalies, and $10.0 million for program adjustments and specialization. This equals $1,862.3 million.

The estimate of the total operating funds available for 1987-88 is the sum of the estimate of the funds available for the cost of basic funding objectives ($1,733.5 million) and the targetted operating grants provided for 1987-88: $37.0 million for faculty renewal, library enhancement and student equipment, $25.0 million for enrolment/accessibility adjustments, $25.0 million for research overheads/infra-structure funding, $3.0 million for special Northern grants, and $7.0 million for program adjustments. This amounts to $1,830.5 million.

Council estimates that the shortfall in total operating revenue compared to total operating expenditures for 1986-87 is $31.8 million ($1,862.3 - $1,830.5 million).

Table A-1

**Revised Operating Funding Shortfall for 1987-88**
**($ million)**

| | | |
|---|---|---|
| Council's Revised Recommendations | | |
| Cost of Basic Funding Objectives (A) | 1,812.3 | |
| Additional Grants Recommended | | |
| Equipment and library needs | | 25.0 |
| Operating grants formula anomalies | | 15.0 |
| Program adjustment and specialization | | 10.0 |
| Total Operating Needs (B) | | 1,862.3 |
| Estimated Revenues Available | | |
| Revenue Available for the Cost of Basic Funding Objectives (C) | 1,733.5 | |
| Additional Operating Grants Available | | |
| Faculty renewal and library enhancement and student equipment | | 37.0 |
| Enrolment/accessibility adjustments | | 25.0 |
| Research overheads/infrastructure funding | | 25.0 |
| Special Northern | | 3.0 |
| Program adjustments | | 7.0 |
| Estimated Total Operating Revenue Available (D) | | 1,830.5 |
| Shortfall in Funds Available | | |
| Funds available for the Cost of Basic Funding Objectives (A-C) | | 78.8 |
| Funds available for Total Operating Needs (B-D) | | 31.8 |

Appendix B

**The 1987-88 Base**

This appendix outlines the derivation of the 1987-88 base used in Council's funding exercise. For the purpose of this exercise, Council assumes that system expenditures equal total revenues, and estimates total operating revenue at $1,830.5 million in 1987-88. Table B-1 provides details of 1987-88 revenues by type.

**Formula and Non-Formula Grants**

The figure $1,433.8 million for 1987-88 found in Table B-1 is derived by subtracting $7.9 million in line-item grants and $0.8 million to be used for the grant-in-aid to the Bar Admission Course from the $1,442.5 million in operating grants for 1987-88 announced by the Minister on November 3, 1986.

**Formula and Other Fees**

In each year, Council's funding base includes only that fee revenue which is derived from formula fees and other fees. Any revenue accruing to the universities as a result of the application of their discretionary tuition fee power has been excluded from the base. The 1987-88 formula fee revenue is estimated to equal $295.5 million. This is calculated by applying the 1987-88 formula fee rates to 1986-87 enrolment. This figure also includes an estimate of supplementary foreign fee revenue and third-term graduate formula fees. The other fee revenue estimate of $27.5 million was based on the universities' budget reports for 1987-88.

**Other Revenue**

Other revenue for 1987-88 includes Ministry line-item grants of $7.9 million and an estimated $65.8 million in other sources of income. The latter amount was derived from the universities' reports on budgetted revenue for 1987-88.

Table B-1

**Estimated University System Revenue for 1987-88**
**($ million)**

| | |
|---|---|
| Formula and Non-Formula Grants* | $1,433.8 |
| Formula Fees | 295.5 |
| Other Fees | 27.5 |
| Other Revenue** | 73.7 |
| Total | $1,830.5 |

* Excludes Ministry line-item grants and Bar Admission Course grant-in-aid.
** Includes Ministry line-item grants.

# 87-IX The Ontario Graduate Scholarship Program 1988-89

## Introduction

The Ontario Graduate Scholarship Program was established in 1973 by the Government of Ontario to encourage excellence in graduate studies. Since its establishment, this program has made available a total of 15,745 scholarships to outstanding graduate students studying at Ontario universities. Council wishes to commend the Government for its continued support of this initiative and to reemphasize the very critical importance of this program for attracting and nurturing excellent young scholars in this Province.

In this Memorandum, Council submits its advice on the value, number and distribution of the Ontario Graduate Scholarships for 1988-89. This advice is rendered in accordance with Council's long-term objectives for the Ontario Graduate Scholarship Program as outlined in Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87.

Table 1

**Comparative Scholarship Stipends**

| | OGS | NSERC PGS Awards[1] | SSHRC Doctoral Scholarships | OGS % of NSERC/ SSHRC Average Value |
|---|---|---|---|---|
| 1974-75 | $3,400[2] | $ 4,500 | $ 4,000 | 80.0 |
| 1975-76 | $3,400[2] | $ 5,000 | $ 5,000 | 68.0 |
| 1976-77 | $3,750 | $ 5,520 | $ 5,500 | 68.1 |
| 1977-78 | $4,350 | $ 6,000 | $ 6,000 | 72.5 |
| 1978-79 | $4,500 | $ 6,360 | $ 6,360 | 70.8 |
| 1979-80 | $4,800 | $ 7,000 | $ 6,750 | 69.8 |
| 1980-81 | $4,890 | $ 8,500 | $ 7,860 | 59.8 |
| 1981-82 | $5,700 | $ 9,350 | $ 8,760 | 63.0 |
| 1982-83 | $6,270 | $10,500 | $ 9,720 | 62.0 |
| 1983-84 | $6,585 | $11,100 | $10,800 | 60.1 |
| 1984-85 | $6,915 | $11,600 | $11,340 | 60.3 |
| 1985-86 | $7,305 | $11,600 | $11,640 | 62.9 |
| 1986-87 | $8,760 | $11,600 | $12,000 | 74.2 |
| 1987-88 | $9,105 | $11,600 | $12,000 | 77.2 |

1. NSERC post-graduate scholarship (PGS) values are those in effect in the Fall of each academic year.
2. Adjusted to take account of the integration of fees into the award in 1976-77.

## Scholarship Stipend Value

In response to Advisory Memorandum 86-VI, The Ontario Graduate Scholarship Program 1987-88, the Minister announced that the value of the

Ontario Graduate Scholarship (OGS) stipend for 1987-88 would increase from the 1986-87 level of $8,760 or $2,920 per term to $9,105 or $3,035 per term.[1] This represented a 4% increase in the value of the award.

To effectively encourage excellence in graduate studies within the Ontario university system, Council believes that the OGS stipend must be valued at a level which will attract and retain excellent graduate students within Ontario. In Advisory Memorandum 85-VI Council recommended that the value of the OGS stipend should be restored to its original level of 80% of the average value of the Federal government scholarships available from the Natural Sciences and Engineering Research Council (NSERC) and the Social Sciences and Humanities Research Council (SSHRC). As Table 1 illustrates, subsequent to this recommendation, the value of the award increased from 62.9% to 77.2% of the average value of these two federal awards.

While Council is encouraged by the significant increase in the comparative value of the OGS award since 1985-86, it remains convinced that the value of the scholarship must be increased to 80% of the mean value of the NSERC and SSHRC awards in order to restore the program to its original level of prestige, importance and effectiveness.

Using the announced 1988-89 NSERC values of $13,500 for the fields of engineering and computer science, and $12,500 for all other fields, weighted by the estimated number of awards in each category (one-quarter for engineering and computer science and three-quarters for the remaining science fields), and an estimated SSHRC value based on the 1987 value ($12,000) inflated by an estimated cost of living factor of 4.6%, Council recommends that the value of the OGS stipend for 1988-89 should be $10,121 or $3,374 per term, an increase of 11.2%.

Accordingly Council *recommends to the Minister:*

*OCUA 87-38*
*ONTARIO GRADUATE SCHOLARSHIP STIPENDS 1988-89*

*THAT* in 1988-89, Ontario Graduate Scholarships carry a minimum stipend value of $10,121 or $3,374 per term.

**Number of Awards**

As indicated in Table 2, with the exception of 1981-82, the total number of Ontario Graduate Scholarship awards available has been maintained at 1,200 since 1978-79. Council is concerned that there is an increasing disparity between the number of qualified applicants and the number of stipends awarded. During the period 1978-79 to 1987-88 the number of applications has increased 48%, resulting in a decline in the proportion of applicants supported by the program from 23.8% in 1978-79 to 16.1% in 1987-88. The greatest application pressures continue to come from the applied sciences, biological sciences, and social sciences, with overall increases since 1978-79 of 125%, 72%, and 48% respectively.

1. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, February 2, 1987, p. 1.

Table 2

**Number of OGS Awards and Applicants 1978-79 to 1987-88**

| | Total Number of Awards Available | Total Number of Applicants | % of Applicants Supported |
|---|---|---|---|
| 1978-79 | 1,200 | 5,041 | 23.8 |
| 1979-80 | 1,200 | 5,171 | 23.2 |
| 1980-81 | 1,200 | 5,711 | 21.0 |
| 1981-82 | 1,000 | 5,971 | 16.7 |
| 1982-83 | 1,200 | 6,249 | 19.2 |
| 1983-84 | 1,200 | 7,222 | 16.6 |
| 1984-85 | 1,200 | 7,320 | 16.4 |
| 1985-86 | 1,200 | 7,305 | 16.4 |
| 1986-87 | 1,200 | 7,190 | 16.7 |
| 1987-88 | 1,200 | 7,473 | 16.1 |

The growth in the number of applicants since 1978-79, without any corresponding increase in the number of awards, has resulted in many excellent applicants being denied a provincial scholarship. Dr. James R. Harkins, the Chairman of the OGS Selection Board, has expressed his concern in this regard. In his report Dr. Harkins stated:

> The addition of another 100 or 200 scholarships is not going to relieve dramatically that difficulty, but it will grant encouragement and assistance to some clearly deserving students. To say that such an increase in the number of Ontario Graduate Scholarships...is a sound investment is to state the obvious. Looking at these dossiers over the years, it is clear that such an increase is justified by their quality.
>
> The final recommendation is that the Ministry give serious consideration to the increase in the number of Ontario Graduate Scholarships beyond the 1200 now available.[2]

Council concurs with the Selection Board Chairman's recommendation that this problem be addressed. Council believes that it would be wise to increase the number of Ontario Graduate Scholarships awarded. Such a move would be compatible with recent Government efforts to promote excellence in Ontario universities and to facilitate technological development and economic competitiveness in the Province as a whole.

In the recent past, Council has accorded first priority to the achievement of an immediate increase in the value of the stipend to its original benchmark of 80% of the average value of the NSERC and SSHRC awards. However, given the factors outlined above, Council is extremely concerned about the continuing decline in the proportion of awards to

2. James R. Harkins, Report of the Chairman of the Ontario Graduate Scholarship Selection Board for the 1987-88 Competition, p. 27.

applicants. Council believes that there must be an increase in the total number of awards for 1988-89. Council therefore recommends that the total number of awards for 1988-89 be increased from 1,200 to 1,300.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-39*
*NUMBER OF ONTARIO GRADUATE SCHOLARSHIPS FOR 1988-89.*

*THAT* in 1988-89, 1,300 Ontario Graduate Scholarships be made available for:

a) open competition;
b) institutional awards; and
c) visa students.

**Institutional Awards**

In Advisory Memorandum 86-VI, Council stated that it:

> ...believes it necessary that a certain number of awards be reserved for institutions which require them in order to preserve a minimum number of outstanding graduate students within their graduate enterprises.[3]

Toward the achievement of this objective, in 1985 and 1986, Council recommended that the number of awards reserved for recipients of institutional awards be increased to the original 1975 level of 10 awards per institution and that Wilfrid Laurier University be excluded from the institutional award group. Wilfrid Laurier did not appear to require further assistance in maintaining a core of outstanding graduate scholars because it had been attracting a significant number of scholarship holders in the open competition since 1980-81. The Minister accepted the recommended change in institutional award allocations, noting that the reallocation would become effective for the 1988-89 competition.[4]

This Spring, Council received a submission from the Ontario Council on Graduate Studies (OCGS) concerning the distribution of Ontario Graduate Scholarship institutional awards. The submission had been unanimously endorsed by the Council of Ontario Universities (COU). Although Council was reluctant to reconsider the distribution of Ontario Graduate Scholarship awards before the procedure recommended in Advisory Memorandum 85-VI had been implemented, Council felt that the OCGS proposal had considerable merit. As a result, a Council committee met with OCGS officials to explore their proposal in greater detail.

The OCGS proposal is based on the belief that the need for institutional awards decreases as the number of open awards held by students enrolled in graduate studies at a university increases, and that all

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3. Ontario Council on University Affairs, Advisory Memorandum 86-VI, "The Ontario Graduate Scholarship Program, 1987-88", p. 6.

4. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, February 2, 1987, p. 2.

universities should be treated in the same way, with eligibility for institutional awards related to the number of open awards held at each institution rather than dependent on whether or not an institution offers doctoral programs.[5] The OCGS submission indicated that:

> The Committee regards with some scepticism the non-doctoral/doctoral distinction with respect to eligibility for institutional awards. There are other factors besides the existence of doctoral programmes that affect the ratio between the number of awards won by students from a university and the number of awards held by students attending a particular university. These factors include size of university, size of urban area in which a university is located, geographic location within the province, the number of masters and doctoral programmes, and the ways in which graduate programmes may be concentrated in certain sectors of academic or professional activity. As a consequence, the Committee is of the view that a minimum number of OGS Awards should be assured to all institutions in order to encourage excellence.[6]

Since 1985 Council has moved away from the doctoral/non-doctoral distinction as a determinant of eligibility for institutional awards and toward a criterion based on need, defined by the total number of students holding OGS awards at an institution. As indicated earlier, on Council's recommendation, Wilfrid Laurier University became ineligible for institutional awards because it did not appear to require assistance in maintaining a core of outstanding graduate scholars even though it is an institution without doctoral programs.[7]

On the other hand, having reviewed the number of awards held annually at each university, Council notes that if current trends continue some "doctoral" institutions might attract fewer scholarship holders than would be required for the maintenance of a core of excellent graduate students in their graduate enterprise. Council believes that the proposed mechanism would provide a cushion for universities which, in the future, may find themselves with prolonged declines in the number of scholarship-holders enrolling in their graduate programs.

Council therefore concurs with the approach proposed by OCGS and finds it compatible with Council's objectives regarding the importance of ensuring the presence of a minimum number of outstanding graduate students within each university.

The mechanism proposed by OCGS is based on a gradual decrease in the number of institutional awards allocated to an institution relative to the number of open awards held there. OCGS recommended that:

1. for every two above 9 open awards held by students enrolled in

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5. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. M. Palkin, April 3, 1987, p. 2 (Attachment).

6. Ibid., p. 3 (Attachment).

7. Ontario Council on University Affairs, Advisory Memorandum 85-VI, The Ontario Graduate Scholarship Program, 1986-87, p. 31.

graduate studies at the university a university incurs a decrease of one institutional award,

2. to calculate the institutional award entitlement for any one year the open award number be the rolling average for the previous three years (in integer values, rounded up).[8]

Council accepts the general mechanism proposed. However, in accordance with its advice of 1985, Council believes that the minimum number of institutional awards granted should be 10 rather than 9 as proposed by OCGS. Table 3 illustrates the distribution of institutional awards which results from the OCGS proposed mechanism, using 10 as the minimum number of awards to be held by any institution.

Under the proposed distributive mechanism, any institution is eligible for an institutional award if the number of open awards held at the institution for the three previous years averages less than 30. Institutions averaging 30 or more open awards in the previous three years would not be eligible for institutional awards.[9]

If any institution receives a number of open awards for the three previous years which averages 10 or less, then it would be entitled to receive the maximum of 10 institutional awards.[10]

Where the three-year average of open awards held at any institution totals more than 10 or less than 30, institutional awards would be granted in declining proportion to the number of open awards held at each institution, based on the rolling three-year average. (The averaging technique prevents sharp increases or decreases in the total number of awards held at each institution.) For every two open awards above 10 (based on the three year rolling average) held at an institution, the institution would be eligible for one less institutional award.[11]

Under this distributive mechanism institutional awards will decrease as open awards increase. The existence of institutional awards will ensure that any institution with a three-year rolling average of less than thirty open awards will be entitled to hold one or more institutional awards. This will maintain a minimum number of 10 outstanding graduate students within the graduate enterprise of each institution. However, as an institution increases its ability to attract graduate students with OGS awards in the open competition, its need for institutional awards diminishes, and the institutional award entitlement would be automatically reduced, eventually declining to zero.

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8. Letter from Dr. Maurice Yeates, Executive Vice-Chairman, Ontario Council on Graduate Studies, to Mrs. Marnie Paikin, April 3, 1987, p. 3 (Attachment).

9. This can be expressed algebraically as:
If $C \geq 30$, then $I = 0$, where: C = Open Awards and I = Institutional Awards.

10. This can be expressed algebraically as:
If $C \leq 10$, then $I = 10$, where: C = Open Awards and I = Institutional Awards.

11. This can be expressed algebraically as:
If $10 < C < 30$, then $I = 15 - .5C$ where C = Open Awards and I = Institutional Awards, expressed in integer values rounded up.

Table 3

**COU/OCGS Proposed Distribution Mechanism For Institutional Awards**

| Number of Open Awards (3 year rolling average) | Number of Instit. Awards | Total |
|---|---|---|
| 0 to 10 | 10 | 10 to 20 |
| 11 | 10 | 21 |
| 12 | 9 | 21 |
| 13 | 9 | 22 |
| 14 | 8 | 22 |
| 15 | 8 | 23 |
| 16 | 7 | 23 |
| 17 | 7 | 24 |
| 18 | 6 | 24 |
| 19 | 6 | 25 |
| 20 | 5 | 25 |
| 21 | 5 | 26 |
| 22 | 4 | 26 |
| 23 | 4 | 27 |
| 24 | 3 | 27 |
| 25 | 3 | 28 |
| 26 | 2 | 28 |
| 27 | 2 | 29 |
| 28 | 1 | 29 |
| 29 | 1 | 30 |
| 30 or greater | 0 | 30 |

This mechanism creates an incentive system for universities to improve their graduate faculties in order to attract more award-winners in the open competition, while ensuring the existence of a minimum number of outstanding graduate students at each university.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-40*
*ALLOCATION OF INSTITUTIONAL AWARDS.*
*THAT* in 1988-89, institutional awards be distributed according to the mechanism set out in this Memorandum.

**Visa Student Awards**

Council commends the Government on its recent initiative to attract 1,000 international students to graduate study at Ontario universities in 1987-88 through differential fee exemptions.[12] Since this new program merely reduces visa student graduate fees to the level paid by Canadian

12. Ministry of Colleges and Universities, News Release, June 26, 1987.

citizens and permanent residents, it does not diminish the need for the OGS program.

In addition to the differential fee exemption already granted to all visa students winning an OGS award, the Ontario Graduate Scholarship Program rewards visa student scholars for academic excellence and permits Ontario universities to compete with other provinces, and other nations, for outstanding visa students studying abroad.

Council believes that the presence of a minimum number of academically outstanding visa graduate students in Ontario provides immeasurable benefits to the universities in which they are enrolled. Council recommends, therefore, that the present number of visa student awards be continued.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-41*
*ONTARIO GRADUATE SCHOLARSHIPS TO PERSONS ON STUDENT VISAS.*

*THAT* in 1988-89, 60 scholarships be reserved for persons who at the time of application are student visa holders.

**Conclusion**

The Ontario Graduate Scholarship Program has the potential to continue to be an effective instrument with which to enhance the quality of the graduate enterprise in Ontario and to further the Government's objectives of achieving quality and excellence in the Ontario university system. A strong Ontario Graduate Scholarship Program can ensure the presence of a critical mass of excellent graduate students at Ontario universities. The identification, reward and encouragement of academic excellence are crucial to the growth and competitiveness of our economy in an increasingly knowledge-based society. Council is convinced that the recommendations in this Memorandum will help restore the Ontario Graduate Scholarship Program to its original level of prestige, importance, and effectiveness and enable this program to approach its potential for contributing to the Government's objective of excellence in education in Ontario.

Paul Fox,
Chairman

October 16, 1987

# 87-X An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation

Following preliminary discussions with Council representatives, Ryerson Polytechnical Institute submitted to Council on October 23, 1987 a proposal to amend the Ryerson Polytechnical Institute Act of 1977 regarding designation of degrees offered by the Institute.[1] Council has reviewed the Ryerson proposal and provides in this memorandum its advice on the matter.

## 1.0 Historical Background

Ryerson has been able to grant degrees since 1971. Unlike universities, however, it is restricted by its Act to offering certain specific degrees. The Ryerson Polytechnical Institute Amendment Act, 1971 permitted the Institute to grant Bachelor of Applied Arts (B.A.A.) and Bachelor of Technology (B.Tech.) degrees. Subsequently, under the Ryerson Polytechnical Institute Act, 1977 it was permitted to grant also the Bachelor of Business Management degree (B.B.M.).

In Advisory Memorandum 80-IV, "The Role of Ryerson Polytechnical Institute", Council noted that the Institute's 1977 Act, by defining the types of degrees to be awarded, set the parameters within which the Institute must operate and thus substantially established its role:

> Under the terms of the "Ryerson Polytechnical Institute Act, 1977", Ryerson may award diplomas and certificates and grant bachelor degrees in applied arts, technology and business management. The Act specifies that degree, diploma and certificate programs may be established, changed or terminated only after consultation with the Minister. The Act makes no provision for Ryerson to grant degrees in the "pure" arts and sciences nor does it permit Ryerson to grant graduate degrees. Ryerson is thus defined, by the Act, as an undergraduate institution oriented towards programs of an applied nature.
>
> ... Ryerson possesses a mandate quite different from that of a university since the Institute's prime directive is to provide instruction in certain specified areas. Universities, by comparison, possess a more general mandate under which they may provide instruction in a wider variety of disciplines, conduct both basic and applied research and grant graduate degrees. Ryerson also differs from the CAATs in that it is authorized to offer programs at the degree level. The Act thus provides Ryerson with a unique specified role.[2]

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1. Ryerson Polytechnical Institute, A Proposal to Amend the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation, October 23, 1987.

2. Ontario Council on University Affairs, Seventh Annual Report, 1980-81, p.126.

Council believes that the Ryerson Act should continue to ensure a unique role for Ryerson. Degree designations should continue to reinforce this role. This does not mean, however, that Ryerson's degree designations must be restricted to its current offerings. It does mean, nevertheless, that any change in degree designations must be considered carefully and must enhance the role of Ryerson.

In Advisory Memorandum 80-IV, Council also outlined its views on Ryerson's instructional role and program offerings indicating that:

> ... Council believes that Ryerson must remain devoted to certificate, diploma and undergraduate degree level instruction in the applied arts, business and technology. Its programs should continue to have both more breadth and more depth than the programs offered by the CAATs. Similarly, its programs should continue to be more oriented towards the practical and the "immediately useful" than the universities' arts and sciences program and, for that matter, the universities programs in established professional disciplines. By offering such programs, which appeal to those students more oriented towards the immediate utilization of practical knowledge, Ryerson contributes to the development of Ontario's industrial/commercial base. Ryerson's programs should fill either a current or anticipated market need or they should not exist.[3]

Council strongly believes that any amendment to the Ryerson Act should not undermine the central focus and role of Ryerson as outlined in Advisory Memorandum 80-IV.

**2.0 The Need for Change**

In its submission to Council, Ryerson argues effectively that the uniqueness of the degree designation for certain programs is a disadvantage to graduates in the marketplace. It indicates that while the current degree designations (B.A.A., B.Tech., and B.B.M.) allowed under the Ryerson Act are well suited for some Ryerson programs, for certain others they are inconsistent with the degrees awarded for comparable studies at other Canadian institutions. In the latter category of programs, the degree designations are unfamiliar to employers and do not convey the educational background of the graduates accurately. It is argued that Ryerson graduates are placed at a disadvantage in the job market and that the Institute is placed at a disadvantage in attracting the best students.

This is a particular problem for Ryerson degree programs which lead to the same professional certification or accreditation as those offered by Ontario and Canadian universities: Social Work, Interior Design, Urban and Regional Planning, Nursing, and Food Nutrition, Consumer and Family Studies. Ryerson argues that the three existing Ryerson degree designations do not reflect marketplace norms of these programs in the same way as does a Bachelor of Social Work for social work, a Bachelor of Interior Design for interior design, a Bachelor of Environmental Studies for urban and regional planning, a Bachelor of Nursing for nursing, or a Bachelor of Applied Science for family and consumer studies.

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3. Ibid., p.127

Ryerson puts the need for a change in degree designation in the following context:

> It must be stressed that Ryerson's mission is to educate and train students for the marketplace. Ryerson takes this mission with utmost seriousness and is committed to dealing with any obstacles which stand in the way of the institute achieving this important mission. Degree designations that disadvantage our graduates in the marketplace are clearly an obstacle and must therefore be corrected.[4]

Council agrees with Ryerson's assessment and believes it is contradictory that an institution whose role focuses on providing students with practical and marketplace-oriented education should be limited to degree designations which inhibit this mission. Consequently, Council supports Ryerson's request for expanded degree designation authority.

**3.0 An Appropriate Amendment to the Act**

In its submission to Council, Ryerson indicates that changing the Institute's degree designations to reflect more accurately the content of its programs will not alter its differentiated role. It argues that degree designations are not an operational part of the structure that makes Ryerson different. Ryerson states:

> We contend that Ryerson's role within the system is already very distinct. In those areas where our mandate overlaps with other universities we feel that the difference is adequately emphasized by the manner in which we discharge our mission.[5]

Council believes that in many respects this is the case. However, Council feels that Ryerson degree designations must not only appropriately reflect program content, but also enhance and reinforce Ryerson's differentiated role.

Council recognizes that the content, manner of delivery, and type of programs offered are extremely important in determining Ryerson's differentiated role. Consequently, Council strongly believes that the unique relationship Ryerson has with Government and Council in monitoring the Institute's program offerings must remain in place. The Act must continue to specify that degree, diploma and certificate programs may be established, changed or terminated only after consultation with the Minister and approval by the Board of Governors. The periodic reviews of existing programs which are provided to Council and the Minister must also continue.

Similarly, it is important to continue the special funding arrangements for Ryerson, whereby its level of formula grants are determined by a special institutional weight for its enrolments. Any change in degree designation should not affect funding arrangements or levels since these funding arrangements were put in place to reflect Ryerson's differentiated role. In any case, the President of Ryerson has made it explicit in a letter

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4. Ryerson, op. cit., p.3.

5. Ibid., p.9.

accompanying the Institute's submission that "the changes we propose will not be used to seek any changes in funding".[6]

Council reaffirms the importance it attaches to the continuance of the existing mechanisms and relationships which support Ryerson's differentiated role. In addition, Council feels that it is important that a mechanism be put in place to ensure that new degree designations appropriately reflect program content as well as enhance and reinforce Ryerson's differentiated role.

In reviewing this matter Council examined several approaches to ensuring that this principle be considered when adding new degree designations.

One method would be to continue the current approach where the Act identifies specifically the degrees which can be offered, requiring Ryerson to apply for an amendment to the Act each time it wishes to change a degree designation. For example, at this time, Ryerson could request an amendment to allow the granting of the Bachelor of Social Work degree which Ryerson cites in its proposal as being the most immediate problem. However, Council believes that this solution would be too cumbersome and restrictive since it would require Ryerson to go to the Legislative Assembly to secure an amendment to its Act each time it wished to change or add a new degree designation.

At the other extreme would be an amendment which would give Ryerson the power to offer any undergraduate degree it felt appropriate. Council believes that this would not adequately safeguard the Government's and Council's interest in ensuring degree designations which reinforce Ryerson's differentiated role.

Council also considered a "middle ground" where it would be written into the Ryerson Act that the Institute may offer appropriate undergraduate professional and quasi-professional degrees which have been approved by the Ontario Council on University Affairs. While this approach would assure Council that new degree designations would reinforce Ryerson's differentiated role, it has some major weaknesses. First, Council has advisory responsibility and not statutory powers. Such an amendment would inappropriately alter this responsibility. Second, Council exists by order in council and not by statute. Difficulty might arise if Council were replaced or disbanded in the future.

Given these considerations, Council has reviewed with favour a method proposed by Ryerson. It provides for an appropriate balance between flexibility and practical implementation on the one hand and on the other an assurance for Government and Council that new degree designations fit Ryerson's differentiated role. Under the proposal, paragraph 10 (h) in the Ryerson Act, which deals with the power of the Academic Council, would be amended. It currently reads:

> 10. The Academic Council has, subject to the approval of the Board with respect to the expenditure of funds, the power to establish the educational policy of the institute and without limiting the generality of the foregoing has the power,
>
> (h) to grant bachelor of applied arts, bachelor of technology and

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6. Letter from Dr. Brian Segal, President, Ryerson Polytechnical Institute to Dr. Paul Fox, October 23, 1987.

business management degrees; and....

Subparagraph (h) would be amended to read :

(h) to grant bachelor of applied arts, bachelor of technology and **bachelor of** business management degrees, **and such other baccalaureate degrees as are consistent with the professional and quasi-professional programs of the Institute and have been authorized by a process approved by the Minister;** and....[7]

In addition to the proposed amendment to the Act, Ryerson has suggested possible processes for reviewing and approving changes in degree designation. For new programs, the degree designation would be included in the proposal to Council under the program approvals process established in Advisory Memorandum 82-VII. For programs currently offered by Ryerson, a new process is proposed. Ryerson would submit to Council a proposed change in degree designation for a program. Council would review the proposal and recommend to the Minister on the suitability of Ryerson's request.[8]

Council accepts and supports the amendment to the Ryerson Act proposed by the Institute. It also agrees with the type of review processes proposed.

Council recommends that the review process for a change in degree designation for existing programs be as follows:

1. Ryerson submits to Council, at least 12 months prior to the proposed implementation of the change in degree designation, a written proposal which includes:

   (a) a review of the proposed change in degree designation by the Academic Council of Ryerson and any constituent committees responsible for reviewing such matters;
   (b) an outline of the arguments for a change in degree designations and analysis supporting these arguments;
   (c) pertinent information concerning the program and degree designations such as accreditation status and/or review of degrees offered elsewhere in Ontario, Canada and the United States for similar programs; and
   (d) other tangible evidence and documentation which demonstrates the need and suitability of the proposed change.

2. Council will review the proposal to ensure that:

   (a) the degree designation reflects program content; and
   (b) the degree designation reflects and enhances Ryerson's differentiated role.

3. In making this assessment Council will:

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7. Ryerson, op. cit., p.12, The added clause is shown in bold and underlined.

8. See ibid., p. 13. for a detailed description.

(a) notify and invite comment by other institutions in the Ontario university system and other interested parties;
(b) undertake further enquiry where necessary; and
(c) recommend to the Minister on the suitability of the proposed change in degree designation.

Under this process Council would endeavour to make its recommendations in a timely fashion so that the Minister might respond prior to the proposed date of implementation.

Where a new degree designation is requested for a new program, Ryerson will be required to submit the information similar to that to be required for existing programs as part of its submissions for funding approval for the new program. Council will evaluate the merits of the request for funding approval for the program according to existing funding approval policies and procedures and evaluate the merits of the request for a new degree designation.

The process of the assessment of a new degree designation for a new program would be the same as for an existing program except that Ryerson will be required to submit a written proposal for the degree at the time the Institute submits its request for funding approval for the new program. For any given program, Ryerson could ask Council to deal with the program and degree designation as a package rather than as separate issues. While this would be an option for Ryerson to request, the usual procedure would be for Council to consider program approval and degree designation separately. That is, it would be possible for the program to be approved and the requested degree designation rejected.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-42*
*AMENDMENT TO THE RYERSON POLYTECHNICAL INSTITUTE ACT OF 1977 REGARDING DEGREE DESIGNATIONS*

*THAT* paragraph 10(h) of the Ryerson Polytechnical Institute Act be amended from reading "(h) to grant bachelor of applied arts, bachelor of technology and business management degrees; and" to read "(h) to grant bachelor of applied arts, bachelor of technology, bachelor of business management degrees, and such other baccalaureate degrees as are consistent with the professional and quasi-professional programs of the Institute and have been authorized by a process approved by the Minister; and".

*OCUA 87-43*
*PROCESS TO REVIEW AND APPROVE CHANGES IN DEGREE DESIGNATIONS OF EXISTING PROGRAMS OFFERED BY RYERSON POLYTECHNICAL INSTITUTE*

*THAT* the process and procedures for approval of new degree designations for existing programs at Ryerson Polytechnical Institute be as set out in this memorandum.

*OCUA 87-44*
*PROCESS TO REVIEW AND APPROVE NEW DEGREE*

*DESIGNATIONS OF NEW PROGRAMS TO BE OFFERED BY RYERSON POLYTECHNICAL INSTITUTE.*

*THAT* the process and procedures for approval of new degree designations for new programs to be offered by Ryerson Polytechnical Institute be as set out in this memorandum and be in addition to the existing policies and procedures outlined in Advisory Memorandum 84-IV for funding approval for new programs.

Paul Fox
Chairman

November 20, 1987

# 87-XI Criteria and Process for the Program Adjustments Envelope for 1988-89 and Beyond

In Advisory Memorandum 87-VII, Council outlined the interim criteria, process and distribution of the program adjustments envelope for 1987-88. At that time it indicated that:

> ...Council was struck by the complexity and breadth of issues raised by institutions concerning the continuing operation of this funding envelope. Given these factors and the critical importance Council attaches to a well functioning program adjustments envelope under the new operating grants allocation system, Council wishes to undertake a careful and thorough analysis and discussion of the most appropriate ongoing process, criteria and funding arrangements before providing advice on the future operation of this envelope.[1]

In this memorandum, Council provides recommendations on the objectives, eligible activities and expenditures, Council's approval process, and institutional procedures for applying for program adjustments funding in 1988-89 and beyond.

## 1.0 Objectives

Council outlined in Advisory Memorandum 86-II the basic rationale for the program adjustments envelope:

> Council foresees a need to fund a portion of the costs associated with program closure, program start-up in areas of critical need, moving capacity from one institution to another or initiating co-operative efforts or joint programs in order to facilitate desired program adjustments.... Funding for program closures, capacity shifts and joint programs is, in effect, an incentive system to provide more focus for the university enterprise in Ontario. Funding for program start-up in areas of critical need identified by Government or Council is an incentive program for new initiatives.[2]

Council went on to state in Advisory Memorandum 87-VII that the broad objectives for this envelope "should be to enhance quality and to encourage rationalization and differentiation". A review of the projects which institutions proposed under the program adjustments envelope in 1987-88 and the institutions' planned expenditures in 1987-88 indicates that these broad objectives must be expanded.

In addition to the overriding goal of enhancing quality, the objectives

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1. Ontario Council on University Affairs, Advisory Memorandum 87-VII - Criteria and Process for the Program Adjustments Envelope, 1987-88, June, 1987, pp. 1 and 2.

2. Ontario Council on University Affairs, Advisory Memorandum 86-II - Government Support of the University System in 1987-88 and 1988-89, June, 1986, p. 22.

for this envelope should be to:

- encourage the rationalization or consolidation of program offerings;
- encourage institutional differentiation;
- provide to institutions flexibility in making significant structural changes in their program offerings;
- facilitate adaptation to downward changes in funding corridors;
- encourage inter-institutional co-operation; and
- allow for shifting of underutilized resources to better locations.

By means of this envelope Council wishes to provide incentives to encourage greater focus in Ontario university program offerings as well as to enhance universities' effectiveness in providing post-secondary education. Council recognizes that a critical element in this process will be the identification of an overall sense of direction for the university system and the role each institution must fulfill since this will determine to a great extent the types of program adjustments which will be needed.

While the objectives identified are interrelated, Council may need to identify the priority it attaches to each objective before it requests submissions. Council will evaluate proposed program adjustment projects to ensure that they promote one or more of the objectives outlined above.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-45*
*OBJECTIVES OF THE PROGRAM ADJUSTMENT FUND*

*THAT* as a condition of funding eligibility under the Program Adjustments Envelope, proposals for program adjustments must demonstrably meet at least one of the objectives outlined above.

## 2.0 Eligible Activities

The eligible activities established for 1987-88 were:

- closure of programs or significant contractions in existing programs;
- start-up costs of programs which are eligible for Government support;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs; and
- movement of program capacity from one institution to another.[3]

In Advisory Memorandum 87-VII, Council recognized that for 1987-88 these activities should be defined broadly to provide institutions with maximum flexibility in achieving needed program adjustments. Having reviewed the program adjustments proposed by the institutions for 1987-88, Council noted that many of them clearly met the funding eligibility criteria for that year. Nevertheless, while recognizing that the brief time available for

3. Ontario Council on University Affairs, Advisory Memorandum 87-VII, p. 6.

implementation may have precluded more significant undertakings, Council was disappointed that several proposals fell short of expectations.

Council firmly believes that program adjustments funding should not be used as supplementary operating funding to make minor adjustments in programs or departmental structures. The envelope was not intended for that purpose. It was designed to facilitate more significant structural changes in institutional programming which conform to the objectives outlined above. Priority must be given to larger projects which will bring about significant program adjustments. Council will not accept proposals for minor adjustments which it feels should be part of normal institutional change.

To illustrate the more significant undertakings Council is thinking of, Council would point to the type of adjustment put forward by the Dupre Committee in assessing the appraisals process of the Ontario Council on Graduate Studies. In its report, the Committee identified some concerns in the area of humanities:

> ...There currently exists in certain disciplines a cluster of programs that have been assigned to Category "b" because their quality is jeopardized by pending faculty retirements.... It is generally true, not only in Ontario but in other jurisdictions, that established graduate programs in many humanistic disciplines are endangered by what has been a long-term erosion in the undergraduate enrolment needed to provide an adequate financial base for the resources that are required. Given continued fiscal austerity, coupled with no forseeable shift in undergraduate enrolment trends, the future of serious scholarship in some very important disciplines may be at stake. This prompted us to suggest, in our interviews with graduate deans, that it would be most salutary if there were mechanisms, perhaps only informal ones, which ensured inter-university consultation in a setting where, because Category "b" is a temporary category, individual institutions must face - - very soon - - the issue of making the investment required to restore humanities programs to Category "a" or permitting them to drop to Category "d" and in effect to extinction. Because the sum of such individual decisions could mean that Ontario is altogether without graduate programs in a major discipline, we suggest that the matter is well worth the attention of OCUA itself.[4]

Council agrees with this concern. However, Council also is concerned that the opposite might happen if all of the institutions offering these programs overinvested in similar programs in order to upgrade their programs to Category "a". To avoid this outcome, Council would encourage institutions to rationalize their program offerings by co-ordinating their adjustments.

While Council believes that the program adjustments envelope should be used for more substantive projects in the future than it has been in the

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4. Ontario Council on University Affairs, "Advisory Memorandum 86-III, An Assessment of the Council of Ontario Universities' Program Quality Appraisals Process", Thirteenth Annual Report, 1986-87, p. 108.

past, it does not think that the criteria for activities eligible for funding need to be changed greatly. Thus for 1988-89 and thereafter Council recommends that the following types of activities be eligible for program adjustment funding:

- closures of programs and significant contractions in existing programs;
- major shifts in emphasis or capacity within programs;
- new or significantly expanded co-operative or joint inter-institutional programs;
- movement of program capacity from one institution to another; and
- commencement of programs which are eligible or become eligible for Government support where those start-up costs have been authorized in the program approvals process and the program is believed by Council to be an area of critical need.

Some clarification should be provided concerning the treatment of eligible activities. Requests for program adjustments funding to undertake any of the eligible activities listed above will be measured against the objectives listed in section 1.0 of this advisory memorandum. Meeting one or more of these objectives is an a priori condition for funding eligibility. As with the objectives of the envelope, it may be appropriate for Council to indicate the priority it attaches to each eligible activity or critical need when requesting submissions. Such a ranking would necessarily be subordinate to the ranking of objectives. Only programs eligible for Government support would be eligible for consideration. Programs requiring funding approval by Council and the Minister which have not received notification of at least preliminary approval would not be eligible for consideration.

With respect to specific eligible activities, the following factors must be stressed. Any initiative which will attract Government support from other special purpose envelopes, such as accessibility envelope funding through increased enrolment, will need to be identified. Council concurs with the opinion expressed by several institutions that program adjustments must not be dealt with in isolation apart from initiatives and policies developed under other envelopes. Consequently, these other sources of funds will be taken into account when proposals for program adjustment funding are assessed. Start-up costs for new programs or the addition of capacity will be eligible for program adjustments support only when the proposal is in an area identified by Council or Government as being an area of critical need. A portion of the grants made available may be designated to meet strategic objectives.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-46*
*ELIGIBLE ACTIVITIES FUNDED UNDER THE PROGRAM ADJUSTMENTS ENVELOPE*

*THAT* under the conditions listed above, the activities indicated be eligible for Government support under the Program Adjustments Envelope.

**3.0 Eligible Expenditures**

For 1987-88, Council recommended that the following extraordinary

expenditures associated with program adjustments be eligible for support:

- retraining or redeployment of faculty and staff within an institution;
- transfer of faculty or staff to another institution;
- facilitating early retirement;
- buying-out contracts;
- equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions;
- appointments of faculty and staff in new areas for 1987-88; and
- renovations directly related to program adjustments.[5]

The Minister accepted as eligible expenditures all but the final category of expenditures - renovations directly related to program adjustments. The Minister also modified the eligibility of these expenditures by making approval of individual projects

> ...contingent on evidence of significant additional support for each project being allocated from an institution's other funds, exclusive of amounts received from the program adjustments envelope...[6]

Council recognizes that requiring institutions to provide evidence of additional financial support for their adjustments can be beneficial since it can demonstrate institutional support and commitment to a program adjustment. It would also help provide the greatest impact from the limited resources available. Council, therefore, supports this "matching" provision.

However, such a "matching" provision should not be applied rigidly. While Government and Council should expect institutions to provide some financial support for program adjustments, the proportion of costs borne by an institution should be allowed to vary according to the project. Flexibility and judgement should be exercised in determining the appropriate share of costs to be covered by an institution. Ordinarily, however, a minimum of 25% of the funding of a project should be expected from an institution.

With regard to the inclusion or exclusion of renovations as eligible expenditures, Council notes that in the case of significant or major program adjustments which this envelope is intended to encourage and facilitate, there could be significant renovation or alteration costs associated with the adjustments. Council recognizes that Government currently limits the use of operating support for "capital" expenditures, and that there are sound policy reasons for these restrictions. Nevertheless, Council strongly believes that such rules would be counterproductive if they impeded needed major program adjustments.

In trying to solve this dilemma, Council has concluded that if these expenditures are not eligible for program adjustments grants, then, at the very least, an institution should be allowed to claim the renovation and alteration costs of its project as part or all of its contribution to a program adjustment.

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5. Ibid., pp. 6 and 7.

6. Letter from the Honourable Gregory Sorbara, Minister of Colleges and Universities, to Dr. Paul Fox, August 14, 1987.

Thus Council recommends that for 1988-89 and thereafter the following types of expenditures should be eligible for program adjustments funding:

- facilitating early retirements;
- buying-out contracts;
- transfer of faculty or staff to another institution;
- retraining or redeployment of faculty and staff within an institution beyond normal study and research leaves;
- significant equipment and library purchases required for start-ups and increases in capacity;
- relocating equipment between institutions; and
- appointments of faculty and staff for new initiatives.

Council also recommends that, in addition to the expenditures listed above, renovation and alteration costs be eligible for inclusion in the self-financing portion of the total program adjustments costs.

Each expenditure should be related directly to the program adjustments activity designated. Not all of the listed expenditures would be eligible for support under each type of eligible activity. For example, facilitating early retirements and buying-out contracts have little direct relationship to start-up costs of new programs and should not be considered eligible expenditures for this type of adjustment. Therefore, only those expenditures which are shown to be directly related to the eligible program adjustment activity undertaken should be eligible for support.

Council does not consider this list of eligible expenditures to be exhaustive. If there are additional types of direct operating costs associated with a program adjustment which are directly related to the adjustment and appropriate for Government support, Council may recommend that they be considered.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-47*
*ELIGIBLE EXPENDITURES UNDER THE PROGRAM ADJUSTMENTS ENVELOPE*

*THAT* under the conditions outlined, the expenditures indicated above be eligible for Government support under the Program Adjustments Envelope.

**4.0 Approval Process**

Council believes it is important to outline the process and procedures for reviewing program adjustments proposals. Although the process may be altered as Council gains experience from its operation, Council believes that the Program Adjustments Envelope should be operated as a challenge fund. The limited funds which are available should be distributed among institutions according to the merits of the proposals submitted. As a result, there will be in all likelihood instances where in any one year some institutions will not receive new program adjustments funding.

**4.1 Submissions and Review Dates**

Under the proposed process, Council will send annually to each

institution a request for submissions. In that request, Council will have the opportunity to indicate the priority it will attach to each objective of the envelope and eligible activity. This request should be distributed in early January, sixteen months prior to the fiscal year in which funding would begin. Institutions will be required to submit their proposals for program adjustments funding by August 1 of each year. This should include full documentation as outlined below under section 4.2.

Council will review each proposal early in the Fall. If a proposal is promising but needs refinement, Council will consult the relevant institution to secure changes which satisfy Council and the institution.

Under this approach, institutions will have assented to any modification in their proposal prior to Council's final consideration and recommendation to the Minister. Thus, there should be no surprise changes to their planned projects. Council will also be given flexibility in ensuring that the program adjustments to be funded are appropriate and consistent. Council will be free to recommend to the Minister those adjustments it feels are most deserving of funding.

Upon completion of its review of proposals and consultations in regard to them, Council will undertake to provide recommendations to the Minister by the following January or February for funding beginning in the next fiscal year.

This timetable is applicable to program adjustments funding beginning in 1989-90 and subsequent years. For 1988-89, a much compressed time-frame is required. Immediately following the Minister's acceptance of this advice, Council would ask for proposals to be submitted by the end of March, 1988. If it is feasible, Council would undertake to recommend to the Minister projects for support prior to July 1, 1988.

### 4.2 Funding Commitment

Council recognizes that most major program adjustments cannot be brought about in one year. There must be a commitment to fund these types of major adjustments over several years. Council proposes that these program adjustments be funded in a manner similar to capital projects where the flow of funds available for each year of the adjustment is identified. Council will recommend on the level of funds to be provided in each year of the project when it recommends a program adjustment. It will identify in its annual recommendations the level of "new starts" and the "carry-forward" funding needed to meet the commitments of previously approved and funded projects.

While the length of funding commitments will vary according to the types of adjustment activities undertaken, Council recommends that the maximum period for any project be four years. It may be appropriate also to stagger the length of funding commitments in the first few years of the program to have sufficient funds available to initiate new adjustments annually.

### 4.3 Institutional Submissions

Council believes it is wise to clarify the type of information Council wishes to receive as part of each institution's submission. The following material should be required as part of each institution's program adjustments proposals:

1. **Activities**
   A detailed description of the activity to be undertaken indicating the department or programs being supported.

2. **Objectives**
   A detailed explanation of the objective which an individual project will attempt to fulfill and an indication of how this project fits within the broad framework of the institution's future plans.

3. **Priority**
   Each requested program adjustments project should be rank-ordered according to the institutional priority attached to each project, accompanied by an explanation for this priority ranking.

4. **Expenditures**
   A detailed listing of the eligible expenditures to be incurred, how they relate to the activity undertaken as well as an indication of the expenditures to be funded by the institution and the amount requested for government support.

5. **Schedule**
   An indication of the duration of the program and the schedule of expenditures, including a detailed listing of the expenditures to be undertaken in each year and the portion of these expenditures requiring Government support.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-48*
*PROCESS FOR REVIEW OF PROGRAM ADJUSTMENTS PROPOSALS*

*THAT* the process for reviewing program adjustment proposals for Government funding be as indicated in this memorandum.

**Accountability**

Council believes it is important that Government is assured that the funds distributed under the program adjustments envelope have been put towards the intended purposes. To this end, it may be appropriate for institutions to submit to the Ministry an annual accounting of their expenditure of program adjustments funding following each fiscal year. This would allow the Ministry to monitor expenditures in each year of a program adjustments project. Council believes that the degree of detail and nature of the accounting required can be best determined by the Ministry to satisfy the Minister's need for public accountability of the expenditure of public funds.

Paul Fox
Chairman

December 18, 1987

# 87-XII Undergraduate Quasi-Professional Special and Professional Program Funding

## I. Undergraduate Quasi-Professional and Special Programs

Classical Studies (Languages Option) (Honours BA), University of Waterloo
Communication (Honours BA), University of Ottawa
Comparative Literature and Literary Theory (Honours BA), McMaster University
Gerontology (Major Honours BASc), University of Guelph
Kinesiology (Honours BSc), Laurentian University
Modern Languages and Linguistics (Honours BA), McMaster University
Music (Specialized Honours BA), University of Guelph
Nutritional Sciences (Specialized Honours BSc), University of Guelph

## II. Undergraduate Professional Programs

Computer Engineering (BScA), University of Ottawa
Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University
Post RN (Nursing) (BSc), University of Ottawa

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## I. Undergraduate Quasi-Professional and Special Programs

### Classical Studies (Languages Option) (Honours BA), University of Waterloo

On August 11, 1987, the University of Waterloo submitted the new undergraduate, Special, Honours BA Classical Studies (Languages Option) program to Council for a recommendation regarding funding eligibility. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities (COU). Institutional responses indicated that there were no objections to the proposal.

**1. Proposed Curriculum**

The Honours Classical Studies (Languages Option) program emphasizes the study of classical Latin and Greek literature in the original text. This program provides an opportunity for greater concentration in

ancient languages than is required by the Honours Latin or Honours Classical Studies programs.

**2. Academic Quality**

The Honours Classical Studies (Languages Option) program was approved by the Senate of the University of Waterloo on November 17, 1986.

**3. Financial Viability**

Council accepts that the University of Waterloo's financial commitment to this program will depend on student interest since the offering of the program requires no new resources in terms of faculty, library holdings or courses.[1]

**4. Projected Enrolment**

Enrolment in the program is projected to be small, with a maximum of one or two graduates per year. The University of Waterloo suggests that a steady-state enrolment of four to six students could be realized.

**5. Co-operation with other Post-Secondary Institutions**

No co-operation with other institutions was indicated with regard to this particular program. However, the University of Waterloo and Wilfrid Laurier University have developed extensive co-operative arrangements regarding the sharing of faculty, courses and cross-registration of students in the fields of Classical Studies, Latin and Greek.

**6. Societal Need and Student Demand**

The University of Waterloo suggests that this program will meet the needs of students wishing to study Latin and Greek literature in the original text. Although Waterloo acknowledges that the demand for this program will be very small, the University notes that a resurgence of interest in classical languages has recently occurred in Ontario. The University of Waterloo indicates:

> The decision to add this language-heavy option was motivated both by the encouraging increase of enrolment in beginning language courses, and by the experience of students, who found that the number of language courses required by the Classical Studies program was often an insufficient preparation for graduate work in this field. We hope to accommodate such students, and encourage others to join them, by offering an option which places more emphasis on language than the "straight" Classical Studies program.[2]

Subsequently, the University was confident that there would be a continuing, though small, flow of interested students in the foreseeable

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1. The University of Waterloo, Request for Funding, Honours Classical Studies (Language Option) Program, August 11, 1987, Attachment, p. 1.

2. Ibid., p. 2.

future.[3]

Graduates of this program may find employment in the fields of teaching, publishing, law or musicology. This program would also provide students with the academic background required for admission to graduate programs in Classics.

Based on the above, Council is satisfied that there is a societal need and a student demand for this program.

**7. Uniqueness**

The program is not unique. However it is a program which complements existing programs at the University of Waterloo in the disciplines of Classics, Latin and Greek. Wilfrid Laurier offers only Combined Honours programs in Classical Studies, Greek, and Latin. Since there is no similar program in the Kitchener-Waterloo region, Council believes that the duplication of existing programs in the system is justifiable.

**8. Local and Regional Support for the Program**

No local or regional support for this program, aside from the student demand, has been identified or is expected.[4]

**9. Institutional Appropriateness**

Council recognizes that the University of Waterloo currently offers Honours programs in Classics and Latin and a general program in Greek, and that due to the existing complement of faculty and courses, no new resources would be required in order to mount this program.

The development of this new emphasis in language builds upon existing strengths in the fields of Greek and Latin at the University of Waterloo. The Council believes that the development of this program is appropriate.

**10. Funding in a Time of Constraint**

Given that the Language Option in Classical Studies at the University of Waterloo requires no new resources and builds upon existing programs, Council believes that this program should be recommended for funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-49*
*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN CLASSICAL STUDIES (LANGUAGES OPTION) AT THE UNIVERSITY OF WATERLOO FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BA Honours program in Classical Studies (Languages Option) at the University of Waterloo be counted as eligible BIUs for funding purposes beginning in 1988-89 - the

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3. Ibid., p. 1.

4. Ibid., p. 1.

Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

## Communication (Honours BA), University of Ottawa

On October 16, 1986, the University of Ottawa requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Communication. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the proposal.

### 1. Proposed Curriculum

The proposed program results from the restructuring and consolidation of an existing degree program in Communication at the University of Ottawa. Existing courses were modified and obligatory courses in methodology were introduced. The program has retained its theoretical orientation but was formally divided into two areas of emphasis: Media and Culture, and, Interpersonal and Organizational Communication. Contacts with other disciplines were broadened to permit the inclusion of up to twelve credits from other departments in the Honours Communication program.

### 2. Academic Quality

The new Honours BA Communication program received approval from the University of Ottawa Senate on December 16, 1985.

### 3. Financial Viability

Since the University of Ottawa has indicated that current resource allocations are sufficient to maintain the program in its revised form, Council accepts that the Board of Governors' approval for funding of this program is not required and that the University has ensured that the revised program is financially viable.

### 4. Projected Enrolment

Council noted that enrolment in the Communication program has been consistently high since the late 1970's. In the early 1980's enrolment pressures were so great that the imposition of enrolment limitations was required, resulting in a reduction from 427 students in 1982 to a maximum of 200 students in 1985.

According to University of Ottawa projections, future enrolment in this program will remain at a steady-state of 200 for the foreseeable future.[5]

### 5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other institutions is planned. However, informal contacts with Carleton University occur on a regular basis.

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5. University of Ottawa, Department of Communication - Summary of Proposal, October 16, 1987, p. 3.

**6. Societal Need and Student Demand**

With respect to the societal need for this program, the University of Ottawa stated:

> The nature of contemporary society, with its emphasis on mass communications and new communication technologies accompanying the more traditional areas of interpersonal and organizational communication, makes it clear that the demand for highly trained "communicators" (in the broadest sense) can only increase.[6]

The University also noted that program graduates have little difficulty finding employment in the communications field.

There is no question, given the evidence provided, that an overwhelming student demand exists for this program. The University of Ottawa indicated that:

> ...in 1985-86, 284 applications were received, of which 144 were rejected. Of the 140 students admitted, 96 subsequently enrolled. Corresponding figures for 1986-87 were 242 applications and 117 admissions of which 93 subsequently enrolled.[7]

Ottawa indicated that the competition for places in the program has resulted in a program with students of unusually high quality.

Council is satisified that both societal need and student demand exist for this program.

**7. Uniqueness**

Council is satisfied that the theoretical emphasis and bilingual format of the Communication program at the University of Ottawa make it sufficiently different from other communication programs offered at Carleton University, the University of Windsor, Wilfrid Laurier University and Queen's University.

**8. Local and Regional Support for the Program**

Local and regional support for this program comes from local professionals, agencies and industry. The University indicates:

> The extent of such support is one of the strongest elements of the programme...we may cite the extent to which professionals from the National Capital Region are involved as part-time teachers in the department. Experts from professional television and radio production, from the National Research Council, from the CRTC, from the local high technology industries, from policy agencies of the federal government or from the national museums have all had links with the department, either as part-

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6. Ibid., p. 4.

7. Ibid., p. 3.

time teachers or as lecturers/consultants.[8]

The practical component of the program, which consists of an optional credit course allowing students to work within local communication-related industries, has also been received with support by local businesses which have provided employment opportunities for students. Individual faculty are frequently engaged by governmental and private concerns to conduct research.

Ottawa believes that this program also has the broad general support of the Franco-Ontarian community, evidenced by both the composition of the departmental student body and by the funding support received for the program from the Conseil de l'Education Franco-ontarienne.

The Committee is satisfied that there is evidence of significant local and regional support for this program.

**9. Institutional Appropriateness**

Council recognizes that the review of the proposed Communication program at the University of Ottawa occurred as a result of the significant reorganization of an existing program in Communication which has been offered since 1978. Council believes that the restructuring involved is appropriate, since it consolidates and refines an area of existing program strength and corresponds to the University's aim to further bilingualism and biculturalism in Ontario.

**10. Funding in a Time of Constraint**

Since the Communication program at the University of Ottawa results from a restructuring of an existing program and the transformation and consolidation of existing courses, is meeting a student demand and societal need, and is financially viable, Council recommends this program for funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-50*
*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN COMMUNICATION AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BA Honours program in Communication at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

**Comparative Literature and Literary Theory (Honours BA), McMaster University**

On July 25, 1986, McMaster University requested that Council consider a new undergraduate Special program in Comparative Literature

8. Ibid., p. 5.

and Literary Theory for funding eligibility. In accordance with established procedures, Council circulated the proposals to the Council of Ontario Universities. The institutional responses indicated that there were no objections to the proposed program.

**1. Proposed Curriculum**

The core of the Comparative Literature and Literary Theory curriculum is composed of courses in literary movements, theories and genres. Program emphasis is on English literature, national literatures other than English and classical literature. Fluency in at least one language other than English is required. This interdisciplinary program was created from the reorganization of existing language programs and will be offered jointly by the literature departments of the Faculty of Humanities.

**2. Academic Quality**

The proposed program received Senate approval on January 14, 1987.

**3. Financial Viability**

McMaster University has indicated that this program proposal involves the reallocation of existing resources in the disciplines of German, Italian, Slavic Studies and Spanish. McMaster states these discipline groups "...have agreed to disestablish certain of their current B.A. and Honours B.A. programmes in order to free faculty resources for the new programme"[9] and that the maintenance of 1985-86 levels of staffing in those disciplines would be sufficient to ensure the financial viability of the program.

Council applauds these efforts to rationalize program offerings and accepts McMaster's assurance that this program can be mounted without additional faculty appointments or financial resources.

**4. Projected Enrolment**

Initial enrolment will begin in 1988-89. The program is projected to achieve a steady-state enrolment of 70 students by 1990-91.[10]

**5. Co-operation with other Post-Secondary Institutions**

No inter-university co-operation is planned with respect to this program.

**6. Societal Need and Student Demand**

McMaster University indicates that this program is responding to a general trend in the study of European literatures which is moving away

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9. McMaster University, Request for Funding, Honours B.A. in Comparative Literature and Literary Theory, July 25, 1986, p. 1.

10. McMaster University, Additional Information Regarding Two New Proposed Programs, September 12, 1986, p. 1.

from the theoretical base of literary study per se.[11] By combining the study of two languages and two different sets of literary and cultural values with international and interdisciplinary components, graduates will obtain valuable academic breadth, versatility and flexibility.[12]

Graduates of this program would be qualified for admission to graduate programs in literature studies or interdepartmental programs such as philosophy and literature.[13] Graduates who pursue an academic career in Comparative Literature and Literary Theory would have the opportunity to engage in teaching and research, since comparative literature and literary theory is currently an expanding field of study.

Other employment opportunities for program graduates include teaching in a single-language area, multi-lingual editing, and foreign service or public service appointments.[14]

Projections indicate a strong student demand for this program. Recent enrolment growth in existing comparative literature courses at McMaster substantiates the claim that there is growing student interest in the comparative literature field.

Council is satisfied that both a societal need and a student demand exist for this program.

**7. Uniqueness**

The proposed Honours BA program in Comparative Literature and Literary Theory is unique in Ontario.

**8. Local and Regional Support for the Program**

Although McMaster has not received formal local or regional support for this program, the University has indicated the following:

> Hamilton's rich variety of ethnic groups, especially the French, Italian, Slavic and Germanic communities, have yielded and will continue to yield a large group of students who have a built-in interest in a modern language other than English...it is the University's business to anticipate need and design and offer programmes to meet that need.[15]

McMaster has received support for this program from the other universities in the system, both directly and as a result of a review of the program by the Council of Ontario Universities.

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11. McMaster University, Request for Funding, Honours B.A. in Comparative Literature and Literary Theory, July 25, 1986, p. 2.

12. McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1986, p. 2.

13. Ibid.

14. Ibid., p. 2.

15. Ibid., p. 3.

**9. Institutional Appropriateness**

Council believes that it is appropriate for McMaster to develop a program in Comparative Literature and Literary Theory. The required faculty expertise is in place, many of the required courses exist as part of the three-year Humanities Interdisciplinary BA program, the University has existing strength in the fields of both modern languages and literature, and the program will be funded from the redeployment of existing resources.

**10. Funding in a Time of Constraint**

Given the unique nature of this program, the ability of the University to mount this program without additional resource requirements, and the evidence of student demand and local support, Council believes that this program should be recommended for funding even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-51*
*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN COMPARATIVE LITERATURE AND LITERARY THEORY AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BA Honours program in Comparative Literature and Literary theory at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

**Gerontology (Major Honours BASc), University of Guelph**

On September 12, 1986 the University of Guelph requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Gerontology. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that there was general support for the program.

**1. Proposed Curriculum**

The proposed Gerontology major program involves the study of aging in the context of the family unit. Students study the experience of aging from social, psychological, and biological perspectives.

This program evolved from a Gerontology emphasis within the Family Studies Major. The proposed program offers a multi-disciplinary approach to the study of aging. An important theme of the program is the necessity of research and its contribution to the development of the field.[16]

The four-year program includes a one-semester field placement course, which will eventually become two semesters in duration, in an

16. University of Guelph, A Proposal for a Major in Gerontology, September 12, 1986, Attachment, p. 2.

agency providing services to senior citizens. Students may also choose to enroll in the co-op education option of this program.

**2. Academic Quality**

The Gerontology Major within the Bachelor of Applied Science program at the University of Guelph received Senate approval on October 21, 1986.

**3. Financial Viability**

The University of Guelph has indicated that no additional resources are required to mount this program because it has been developed from the reorganization of the Gerontology emphasis. Therefore, the financial resources required are already in place. The University also notes that the long-standing teaching and research interests in Gerontology at Guelph have ensured that the necessary library resources are at hand and no other special expenditures are required.[17]

Council is satisfied that the program is financially viable.

**4. Projected Enrolment**

Based on current enrolments in the Gerontology emphasis within the Family Studies major, Guelph projects that total enrolment in the Gerontology Major will grow from 34 students in 1987-88 to 48 students by 1991-92.[18] An eventual steady-state capacity of 60 students is projected for the program.

**5. Co-operation with other Post-Secondary Institutions**

No formal co-operation with other universities has been organized. However, the University of Guelph expects that informal contact will occur between Guelph faculty and faculty teaching gerontology courses at Waterloo and McMaster.

**6. Societal Need and Student Demand**

The University of Guelph indicates that the rapidly increasing proportion of the population aged 65 and over will stimulate a sharp increase in the societal need for services for the elderly, and for specially prepared university graduates to provide the requisite services. COU's review of the proposal also indicated that there is a need for more graduates with a background in gerontology.[19]

At a symposium held at the University of Guelph in June 1986, potential employers of gerontology graduates expressed enthusiasm for the proposed program. These employers included Health and Welfare Canada, the Municipality of Metro Toronto, the Regional Municipality of Niagara, local hospitals and sanitariums, and many other public and private institutions

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17. Ibid., p. 5.

18. Ibid.

19. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, January 30, 1987, p. 2.

and organizations.[20]

Guelph indicated that student interest in the indepth study of gerontological issues provided the impetus for the development of the proposed major.[21] Enrolments in the existing Gerontology emphasis and in Gerontology courses has increased consistently over the past five years.[22] Student demand for the revised program appears strong.

Council is satisfied that there is both a societal need and student demand for this program.

**7. Uniqueness**

Council notes that undergraduate certificates in gerontology are currently offered by the University of Waterloo and Ryerson Polytechnical Institute. However, there is at present just one gerontology program in Ontario, located at McMaster University - an Honours BA Gerontology and Another Subject. The proposed program at the University of Guelph, situated within the College of Family and Consumer Studies, has a unique emphasis on the family which distinguishes it from the program at McMaster.

Council is satisfied that this program is sufficiently different from the existing program at McMaster, and that, given the projected demand for graduates of gerontology programs in the future, some program duplication is justifiable.

**8. Local and Regional Support for the Program**

Council acknowledges the enthusiastic support for the program demonstrated by potential employers at the Guelph symposium in 1986 and the interest shown with regard to hiring future graduates of the program. Council is satisfied that local and regional support exists for the proposed Gerontology Major.

**9. Institutional Appropriateness**

The addition of the Gerontology Major will build upon an existing strength in the field of gerontology at the University of Guelph. The development of the emphasis in Gerontology which would be replaced by the proposed major provided the University with the opportunity to put in place the necessary faculty and resources for the program. The University of Guelph has also invested significant resources in the Gerontology Research Centre, established in 1982, which has a mandate to enhance and facilitate research in population aging. The Centre provides services to researchers studying population aging, publishes gerontological papers and newsletters and co-ordinates large-scale interdisciplinary research projects. The Director and Research Associate of the Centre are members of the Department of Family Studies which is directly responsible for the proposed program.

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20. University of Guelph, University of Guelph, Bachelor of Applied Science Program, Gerontology Major, Additional Information, October 16, 1986, Attachment, pp. 1-2.

21. University of Guelph, A Proposal for a Major in Gerontology, September 12, 1986, Attachment, p. 6.

22. University of Guelph, University of Guelph, Bachelor of Applied Science Program, Gerontology Major, Additional Information, October 16, 1986, Attachment, p. 3.

Council notes that excellent field placements are available both locally and regionally for students enrolled in the program and that the program has the support of potential employers.

In light of the existing strengths in the field of gerontology at the University of Guelph, Council believes that it is appropriate for a Gerontology Major to be offered there.

**10. Funding in a Time of Constraint**

Given the anticipated demand for the specialized services required by an aging population and the widespread support for this program, Council believes that the Gerontology Major at the University of Guelph is deserving of funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-52*
*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF APPLIED SCIENCE MAJOR HONOURS PROGRAM IN GERONTOLOGY AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BASc Major Honours program in Gerontology at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3 with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

**Kinesiology (Honours BSc) Laurentian University**

On April 15, 1987, Laurentian University requested that Council consider for funding eligibility a new undergraduate Quasi-Professional program in Kinesiology. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities which in turn sought comment from the Ontario Council on University Health Sciences. Responses indicated that there were no major objections to the proposed program.

**1. Proposed Curriculum**

The proposed Honours Kinesiology program is offered jointly by the School of Human Movement and the Faculty of Science and Engineering. Students initially enrol in a common first year in the School of Human Movement and thereafter specialize in one of the following four degree programs: Kinesiology, Health Promotion, Physical and Health Education, or Outdoor Adventure Leadership.

The Kinesiology program is an interdisciplinary program emphasizing the technology of human movement. Students develop a strong background in human movement analysis and production through the study of a variety of science, anatomy, biomechanics, mathematics and computer science courses. The core requirements of the program consist of 24 Physical and Health Education credits and 36 credits from the Faculty of Science and

Engineering.[23] In the fourth year of the program students are required to complete a supervised research project with the report in the form of a thesis.

**2. Academic Quality**

The Honours Kinesiology BSc program at Laurentian University received Senate approval on January 16, 1986.

**3. Financial Viability**

Laurentian University has indicated that the financial viability of the program is assured because the curriculum was designed from existing courses and only one new three-credit course needed be developed.

Council is satisfied that the University is committed to the financial viability of this program.

**4. Projected Enrolment**

Total enrolment for the Kinesiology program is expected to increase from the seven students enrolled in 1986-87 to a projected enrolment of forty-four students in 1991-92. The University indicates that the ideal program size would be between 10 to 20 students enrolled in each of the upper-years of the program for a steady-state enrolment of between 30 and 60 students.[24]

**5. Co-operation with other Post-Secondary Institutions**

Laurentian University indicates that inter-institutional co-operation is not required, nor planned, for the delivery of this program.

**6. Societal Need and Student Demand**

Laurentian University indicates that the proposed Kinesiology program has been developed in response to the trend toward a technological emphasis in the study of Physical Education, and a growing need for such training from a health-care standpoint and from students who require a strong background in Kinesiology as a basis for advanced study in other fields. Laurentian states:

> In recent years there has been a dramatic increase in jobs for kinesiologists. Hospitals, for example, are advertising for kinesiologists to work in concert with other specialists in physiotherapy and health promotion. In addition, kinesiologists are working in many other paramedical, government, industrial and educational settings and other kinesiology graduates are using their education as background for fields such as medicine, chiropractic, ergonomics, podiatry, physiotherapy, sport medicine, rehabilitation, etc.[25]

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23. Laurentian University, B.Sc. Kinesiology, April 15, 1987, p. 1.

24. Ibid., p. 2.

25. Ibid., p. 3.

By increasing the number of francophone course offerings, particularly among the core courses, Laurentian also hopes to meet the needs arising from graduates of French immersion programs at the elementary and secondary school levels. Laurentian indicates that Sudbury is in fact one of the leading communities in Ontario in making French immersion programs available. Laurentian maintains that the regional need for a bilingual Kinesiology program in Northeastern Ontario is increasing as the number of applicants capable of studying in French or English continues to increase.[26]

There appears to be strong student interest in the program and the University is confident that enrolment projections are reasonable and achievable.

Council is satisfied that there is both a societal need and student demand for this program.

**7. Uniqueness**

In many respects the Honours Kinesiology program at Laurentian is different in both emphasis and course content from existing programs at the universities of Windsor (Human Kinetics, Applied Kinesiology), Waterloo, (Kinesiology), Guelph (Human Kinetics), and Ottawa (Kinanthropology). A comparison of existing programs has indicated to Council that the proposed Kinesiology program at Laurentian will not substantially duplicate program offerings at other institutions. Council believes that any duplication of existing programs is justifiable since the program is meeting a regional need.

Council is satisfied that this program meets Council's uniqueness criterion.

**8. Local and Regional Support for the Program**

Laurentian indicates that although specific local and regional support was not enlisted when the Kinesiology program was developed, the School of Human Movement has been strongly supported by the community over the last twenty years. The School of Human Movement has developed well-established links between itself and the cardiac rehabilitation unit of Memorial Hospital, and with the human performance evaluation unit of Science North.

**9. Institutional Appropriateness**

The addition of an Honours Kinesiology program within the School of Human Movement at Laurentian appears to be an appropriate complement to the three existing programs in Health Promotion, Outdoor Adventure Leadership, and Physical and Health Education. The interdisciplinary nature of the program is founded on existing program strength in both the School of Human Movement, which has the third largest student enrolment on campus, and in the Faculty of Science and Engineering. In addition, the University has committed substantial resources to the installation of microcomputers and to the upgrading of teaching facilities and laboratory equipment for the use of the School of Human Movement.

Council is satisfied that this program is an appropriate endeavour for Laurentian University at this time.

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26. Ibid., p. 3.

**10. Funding in a Time of Constraint**

Given that few new resources are required to mount this program and the fact that it is meeting a need in Northeastern Ontario for bilingual Kinesiology graduates, Council believes that the Honours Kinesiology program at Laurentian University should be eligible for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-53*
*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF SCIENCE PROGRAM IN KINESIOLOGY AT LAURENTIAN UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BSc Honours program in Kinesiology at Laurentian University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 3 with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

**Modern Languages and Linguistics (Honours BA), McMaster University**

On July 25, 1986, McMaster University requested that Council consider for funding approval a new undergraduate Quasi-Professional program in Modern Languages and Linguistics. In accordance with established procedures, Council circulated the proposal to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the proposal.

**1. Proposed Curriculum**

The proposed Modern Languages and Linguistics program developed out of the Linguistics theme within the three-year Humanities Interdisciplinary BA program offered by the language departments of the Faculty of Humanities, which includes the Departments of French, German, Italian, Slavic Studies and Spanish.

The program requires fluency in English and at least one other language. Equal emphasis is placed on the study of modern languages and on language as a system of human communication. The program involves extensive use of McMaster's computerized language and linguistics learning laboratory.

**2. Academic Quality**

The Modern Languages and Linguistics program was approved by the Senate of McMaster University on January 14, 1987.

**3. Financial Viability**

The introduction of this program requires no new resources since certain BA and Honours BA programs in the disciplines of German, Italian, Slavic Studies and Spanish will be disestablished in order to free-up the necessary faculty resources. Council commends the University on its efforts

to rationalize these program offerings.

Council is satisfied that this program has the support of the University and is financially viable.

**4. Projected Enrolment**

Enrolment in the program is scheduled to begin in 1988-89. University projections indicate that the program is expected to achieve a steady-state enrolment of 25 students by 1990-91.

**5. Co-operation with other Post-Secondary Institutions**

No co-operation with other institutions is planned. However, institutional comments received from the Council of Ontario Universities suggest that there may be future opportunities for co-operation between McMaster and York University (Glendon College) with respect to computer applications to applied linguistics.

**6. Societal Need and Student Demand**

The creation of this program will bring together the University's strengths in applied and theoretical linguistics and the various language departments in the Faculty of Humanities. This program will enable students wishing to pursue their studies within a language program to also have access to theoretical knowledge about language. McMaster suggests that:

> A modern multi-cultural society has a constant need of individuals who, whatever careers they pursue, have both a deep awareness of language problems as well as the background knowledge and practical language skills with which to confront them.[27]

McMaster maintains that graduates of this program will be better equipped than previous language and literature graduates to apply their skills in the marketplace.[28]

The computerized language learning laboratory at McMaster is one of the most extensive and advanced computerized instructional research environments for language and applied linguistics in Ontario and Canada. McMaster indicates educators believe that the use of computers in instruction and research is now essential.[29] Graduates of this program will have valuable training in computers for educational purposes.

Demand for this program will come from students wishing to obtain a knowledge of languages and how they function. McMaster University indicated that language instruction is in great demand in the Hamilton region:

> There are continual demands for so-called "heritage language" courses (for example, in Polish, Portuguese and Ukrainian), not

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27. McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1987, p. 3.

28. Ibid., p. 4.

29. Ibid., p. 6.

> to mention the frequently expressed desire of students from other faculties like Business, Engineering, Science and Social Sciences for more exotic languages (such as Arabic, Chinese and Japanese). Much of the latter interest arises from a growing number of agreements entered into by our various Faculties, such as the current agreements between the Faculties of Business and Engineering and the Iron and Steel Institute of Beijing.[30]

A high level of student interest in the study of language theory is demonstrated by the enrolment of 205 students in first year linguistics courses and 90 students in second year linguistics courses in 1985-86.

Council believes that the projected steady-state enrolment for the proposed program of 25 students by 1990-91 is realistic and achievable.

Council is satisfied that a societal need and student demand exist for this program.

**7. Uniqueness**

Council acknowledges that the Modern Languages and Linguistics program proposed by McMaster is similar to the Honours Bachelor of Arts in Language and Linguistics program offered by Queen's University. However, given the physical distance between Queen's and McMaster universities and the very different high school populations from which the two institutions draw their students, Council believes that the duplication involved is justifiable on the basis of regional need.

**8. Local and Regional Support for the Program**

Council is satisfied that there is both local and regional support for the proposed program.

**9. Institutional Appropriateness**

McMaster University provides an advanced computerized instructional and research environment for the study of language and applied linguistics. The University indicates that

> it should be noted that the Faculty of Humanities recently has installed the most up-to-date computer-assisted language instruction laboratory in Ontario and has invested heavily in the development of innovative software and hardware (currently much sought after by other provincial universities) in order to create the capacity to cope with instructional demands.[31]

The resources of the Faculty of Humanities include two clusters of compatible microcomputers which provide 48 instructor/student workstations which are networked with a unique two-way audio-visual system developed at McMaster under the name SHARENET (See, Hear and Respond Electronically).

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30. McMaster University, Request for Funding Eligibility, Honours B.A. in Modern Languages and Linguistics, July 25, 1987, Attachment, p. 3.

31. Ibid., p. 3.

In addition to McMaster's existing strength in the field of modern languages, the University professes a substantial commitment to linguistic studies:

> Given the level of expertise achieved by our own applied linguists and our advanced technical installations, we feel that we can offer students in second language and linguistic studies a unique opportunity to participate in one of the most exciting and promising developments in the educational environment.[32]

Based on the University's commitment to existing strengths in modern languages and linguistics, Council believes that it is appropriate for an Honours program in Modern Languages and Linguistics to be offered at McMaster.

**10. Funding in a Time of Constraint**

In light of the student demand and regional uniqueness of this program, and since the program can be mounted with existing faculty and physical resources, Council believes that this program is deserving of funding eligibility, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-54*
*ELIGIBILITY OF ENROLMENT IN THE HONOURS BACHELOR OF ARTS PROGRAM IN MODERN LANGUAGES AND LINGUISTICS AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BA Honours program in Modern Languages and Linguistics at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Honours program to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

## Music (Specialized Honours BA), University of Guelph

On August 20, 1987, the University of Guelph requested that Council consider for funding eligibility a new undergraduate, Quasi-Professional, Specialized Honours program in Music. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that the majority had no objections to the program. Since the University of Guelph currently offers a Major Honours Music program, Council's review was more cursory in nature than would normally be the case.

**1. Proposed Curriculum**

The proposed Specialized Honours Music BA program at the University of Guelph would utilize existing music courses. The new program

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32 McMaster University, Additional Information Regarding Two New Proposed Programmes, September 12, 1986, p. 6.

differs only slightly from the existing Major Honours Music BA at Guelph. Four to six music courses which are optional or recommended in the Major Honours program have become required courses in the Specialized Honours program.[33]

The curriculum is composed of courses in music history, harmony, tonal analysis, music theory, composition and research.

**2. Academic Quality**

The Specialized Honours Music program received the approval of the University of Guelph Senate on November 18, 1986.

**3. Financial Viability**

Board of Governors' approval for this program was not required separately from the approval of the budget of the Department of Music because the Specialized Honours program in Music does not entail costs in addition to those for existing music programs.

Council is satisfied that the proposed program is financially viable and has the support of the University.

**4. Projected Enrolment**

The University of Guelph estimates that between seven and nine students will enrol in each year of the Specialized Honours Music program. Using initial enquiries about the proposed program, the University anticipates that up to 15% of the students enrolled in Honours Music programs will in future select the Specialized Honours option.[34]

**5. Co-operation with other Post-Secondary Institutions**

No formal co-operation with other universities was indicated.

**6. Societal Need and Student Demand**

The University of Guelph indicates that the Specialized Honours program in Music was created to provide Honours Music students with a stronger preparation for graduate studies in music than is available through Guelph's existing Honours Music programs.[35]

Guelph expects that many of the graduates of the proposed program will go on to do graduate study, especially those specializing in music theory and historical musicology. This program is not intended to prepare graduates for a degree in music performance.

For students seeking direct entry into the work force, the University has indicated a variety of employment opportunities for which program graduates would be suitable. Program graduates could obtain employment in the areas of arts management, community arts council co-ordination, broadcasting (including research and library work), print media (including music criticism and music-related publications), the recording industry, music publication, music retailing, within foundations and government agencies,

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33. University of Guelph, Specialized Honours Music B.A. Program, August 14, 1987, p. 1.

34. Ibid.

35. Ibid., p. 2.

and in a variety of positions within symphony orchestra companies.[36]

The University indicates that demand for the program will come from students who would have otherwise been enrolled in Guelph's Major Honours Music program.

Council is satisfied that a societal need and a student demand exist for this program.

**7. Uniqueness**

Council notes that this program is not unique. However, since it is merely an additional specialization within an existing honours program at the University of Guelph, Council does not consider the uniqueness criterion to be paramount in this instance.

**8. Local and Regional Support for the Program**

No indication of local or regional support for the program was indicated.

**9. Institutional Appropriateness**

Council is satisfied that the addition of a Specialized Honours Music BA program is an appropriate development at the University of Guelph given that Major, Combined and Minor Honours Music BA programs are already in place and no new courses or resources are required to offer the proposed program. Council notes that the addition of a Specialized Honours designation to the Music department's program offerings creates the full range of program options available in most BA programs at the University of Guelph.

**10. Funding in a Time of Constraint**

Council believes that since the proposed program entails a modest expansion within an existing framework of Honours Music programs at the University of Guelph, and since no additional resources are required to mount the program, enrolment in the Specialized Honours Music program should be eligible for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-55*
*ELIGIBILITY OF ENROLMENT IN THE SPECIALIZED HONOURS BACHELOR OF ARTS PROGRAM IN MUSIC AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BA Specialized Honours program in Music at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Specialized Honours program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

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36. Letter from the University of Guelph to the Ontario Council on University Affairs, November 10, 1987, p. 3.

## Nutritional Sciences (Specialized Honours BSc), University of Guelph

On May 20, 1987, the University of Guelph requested that Council consider for funding eligibility a new undergraduate Quasi-Professional program in Nutritional Sciences. In accordance with established procedures, Council circulated the program to the Council of Ontario Universities. Institutional responses indicated that there were no objections to the program.

### 1. Proposed Curriculum

The Specialized Honours Nutritional Sciences program combines a comprehensive introduction to scientific disciplines related to the study of nutritional sciences with an opportunity to specialize in either Biochemistry, Food Science, Health, or Animal Nutrition.

This program was developed as a result of modifications to an existing Specialized Honours Nutrition and Biochemistry major and a repackaging of courses to create the four distinct areas of emphasis referred to above.

### 2. Academic Quality

The Specialized Honours Nutritional Sciences program at the University of Guelph received Senate approval on November 19, 1985.

### 3. Financial Viability

Board of Governors approval was not required for this program. Since the proposed program would replace an existing program, the necessary resources are in place within the Department of Nutritional Sciences.

Council is satisfied that the proposed program is financially viable and has the support of the University.

### 4. Projected Enrolment

Based on typical enrolment patterns in biological science programs, the University of Guelph projects that enrolments in the proposed program will increase from the 15 students enrolled in 1986-87 to an estimated steady-state enrolment of 50 students by 1990-91.[37]

### 5. Co-operation with other Post-Secondary Institutions

No formal co-operation with other universities has been planned at the undergraduate level in the field of nutritional sciences. However, the Department of Nutritional Sciences has well-established co-operative arrangements at the graduate level with the University of Toronto and McMaster University. The University of Guelph indicates that this arrangement "...enhances the teaching program at both the undergraduate and graduate levels."[38]

### 6. Societal Need and Student Demand

The development of the Nutritional Sciences major at the University of

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37. University of Guelph, Specialized Honours Nutritional Sciences B.Sc. Program, May 20, 1987, Attachment, p. 2.

38. Ibid., p. 2.

Guelph will respond to a need for graduates with a rigorous training and background in the field of nutritional sciences.

Comments from the Council of Ontario Universities indicate:

> This programme can be viewed as an important development in the recognition of nutritional sciences as a discipline area in its own right. There is a dearth of Canadian-trained PhDs in this area; undergraduate programmes that promote graduate studies in this area are important.[39]

The proposed program in Nutritional Sciences will provide manpower to a variety of chemical, pharmaceutical and food-related industries. Examples of positions held by graduates of the former Nutrition and Biochemistry program, which the Nutrition Sciences major will replace, include:

- Chemical salesman, Van Waters and Rogers, Ltd., Weston;
- Pharmaceutical sales representative, Boehringer Ingelheim Ltd., Burlington;
- Quality control supervisor, Edible Oils Division, Canada Packers Ltd., Toronto; and
- Product development technician, Lowry Seasonings Ltd., Toronto.

The University projects that there will be at least the same level of demand for graduates from current employers during the next decade.[40]

The University of Guelph indicates that the restructuring of the existing program in Nutrition and Biochemistry into Nutritional Sciences was a result "...of student input and their desire for a clearer identity in terms of Nutritional Sciences."[41] Strong student demand for the restructured program is anticipated.

The Committee is satisfied that there is both a societal need and student demand for this program.

**7. Uniqueness**

There are only two other programs in the Province which share the clinical emphasis on nutrition which characterizes the Nutritional Sciences program at the University of Guelph. These programs are located at the University of Toronto and the University of Ottawa. The program at the University of Toronto is at capacity and is not entirely duplicative of the Guelph program.[42] It is not expected that enrolment in the program at the University of Ottawa, a BSc in Biochemistry - Nutrition, will be affected by the introduction of the proposed program at the University of Guelph.

The Committee believes that the limited duplication involved is

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39. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, Attachment, p. 2.

40. Letter from the University of Guelph, to the Ontario Council on University Affairs, November 10, 1987, p. 2.

41. University of Guelph, op. cit., p. 2.

42. Telephone conversation, January 13, 1987, Dr. M. Baugent, University of Toronto.

justifiable, given the regional demand for the program.

**8. Local and Regional Support for the Program**

The extensive number and variety of employers of program graduates indicate evidence of widespread local and regional support for the program.

**9. Institutional Appropriateness**

The University of Guelph has a fully-developed and well-established teaching and research program in the field of nutrition within the Department of Nutritional Sciences. Guelph offers MSc and PhD programs in Nutritional Sciences and in the related fields of Food Science, Biochemistry and Chemistry.

Given the existing strengths in the related areas of food production and processing, chemistry, biochemistry, biotechnology, toxicology and veterinary medicine at the University of Guelph, and since the proposed program is the result of a repackaging of an existing program in an area of strength, the Committee believes that it is completely appropriate for this program to be offered by the University of Guelph.

**10. Funding in a Time of Constraint**

Given the extensive local and regional support for this program and the fact that it is the result of the restructuring of an existing program in an area of strength, Council believes that the enrolments in the Specialized Honours program in Nutritional Sciences should be eligible for funding even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-56*
*ELIGIBILITY OF ENROLMENT IN THE SPECIALIZED HONOURS BACHELOR OF SCIENCE PROGRAM IN NUTRITIONAL SCIENCES AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the Specialized Honours BSc program in Nutritional Sciences at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the Specialized Honours program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

## II. Professional Programs

**Computer Engineering (BScA), University of Ottawa**

Council has examined the advice of its Academic Advisory Committee regarding the University of Ottawa's new professional program in Computer Engineering (see Appendix A).

Council notes that the proposed program meets a clearly defined need and enjoys significant local support. Furthermore, it is based on existing strengths at the University of Ottawa and offers a unique opportunity for the study of computer engineering in the French language.

As a result of the Committee's findings, Council is persuaded that this program should be funded, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister.*

*OCUA 87-57*
*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF APPLIED SCIENCE PROGRAM IN COMPUTER ENGINEERING AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BScA program be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

**Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University**

Council has considered the advice of its Academic Advisory Committee regarding McMaster University's new professional programs in Occupational Therapy and Physical Therapy in co-operation with Lakehead University (see Appendix B).

Council acknowledges the tremendous societal need for graduates of these programs and the widespread and enthusiastic local and regional support which these proposals have engendered. Council notes, in addition, that this program is in many respects unique, will complement existing strengths at McMaster University in the Health Sciences field and will involve co-operation with Lakehead University, a component of the program strongly endorsed by Council.

Council is aware of the financial requirements which must be met before McMaster University can afford to mount these programs and ensure their long-term financial viability. However, Council accepts the commitment provided by the President of the University, which guarantees that these programs will not be established unless and until the necessary financing has been obtained. Council, therefore, is prepared to recommend the approval of this program, even in a time of economic constraint. This approval is not a commitment to extraordinary operating support through the normal formula-grants envelope.

*OCUA 87-58*
*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF HEALTH SCIENCE PROGRAMS IN OCCUPATIONAL THERAPY AND PHYSICAL THERAPY AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BHSc programs in Occupational Therapy and Physical Therapy at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the programs to be in Category 2, with a weight of 1.5, as outlined in the Ministry's Operating Formula Manual.

**Post RN (Nursing) (BSc), University of Ottawa**

Council has examined the advice of its Academic Advisory Committee regarding the University of Ottawa's new professional program in Post RN Nursing (see Appendix C).

Council is satisfied that this program is meeting the needs of a large number of Registered Nurses in Ontario and a general, societal need for more educated and highly skilled health care personnel; that it will not entail substantial addition resources; and that it is unique to eastern Ontario. Council notes with approval the degree of inter-institutional co-operation which has been fostered by this program. This program is also consistent with existing institutional strengths in the area of health sciences at the University of Ottawa.

Council, therefore, believes that the Post RN BSc (Nursing) program should be recommended for funding, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-59*
*ELIGIBILITY OF ENROLMENT IN THE BACHELOR OF SCIENCE PROGRAM IN POST RN (NURSING) AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the BSc program in Post RN (Nursing) at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 3, with a weight of 2, as outlined in the Ministry's Operating Formula Manual.

Paul Fox,
Chairman

January 22, 1988

**Appendix A**

## ONTARIO COUNCIL ON UNIVERSITY AFFAIRS
## ACADEMIC ADVISORY COMMITTEE

### Computer Engineering (BScA), University of Ottawa - New Undergraduate Professional Program Considered for Funding Eligibility

On July 30, 1987, the University of Ottawa requested that Council consider for funding eligibility its new undergraduate professional program in Computer Engineering. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, asked for and received advice concerning the proposal from the Council of Ontario Deans of Engineering (CODE). Council referred the program, and COU's comments, to its Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below:

### 1. Proposed Curriculum

The proposed Bachelor of Applied Science program in Computer Engineering at the University of Ottawa results from the expansion of an existing computer engineering option within the BScA Electrical Engineering program, offered since 1982. All compulsory Computer Engineering courses would eventually be available in both French and English. Students may elect to enrol in a co-operative program of study.

The University of Ottawa indicates that:

> The intent of this program is to give students the broad background needed for designing and developing integrated computer systems used as stand-alone devices or embedded in various computer-based applications such as: information systems, flexible manufacturing systems, communication systems, process control, etc...[1]

The computer engineering portion of the program emphasizes the "systems" point of view. Course work is complemented with an extensive applied laboratory component.

### 2. Academic Quality

This program received the approval of the University of Ottawa Senate on August 4, 1987.

### 3. Financial Viability

Board of Governor's approval was not required for the introduction of this program. The Committee notes that the University has a long-standing commitment to the study of Computer Engineering and that the University is committed to the financial viability of this program.

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1. University of Ottawa, Computer Engineering Program, B.Sc.A. (Computer Engineering), July 30, 1987, Attachment, p. 1.

**4. Projected Enrolment**

The University of Ottawa has limited enrolment to 30 students for 1988, but intends to increase enrolment levels to 50 students by 1996, given the necessary resources.

**5. Co-operation with other Post-Secondary Institutions**

Although the University of Ottawa and neighbouring Carleton University have a common graduate program in electrical engineering there are no plans to offer joint programs at the undergraduate level. The University of Ottawa indicates that students with specific interests could attend a course at Carleton University under the terms of an exchange agreement between the universities. Carleton University has indicated that it considered the introduction of this program to be "a net benefit to the community".[2]

**6. Societal Need and Student Demand**

The University indicates that the development of this program is essential to the School of Engineering's relevance to the marketplace:

> To maintain our credibility with the local high-tech industry, which is one of the largest in the country, we must have an accredited Computer Engineering program. By introducing this program we are really responding to an existing demand with a tremendous potential for growth.[3]

The University of Ottawa notes that the Ottawa region has one of the highest concentrations of high-tech industries in Canada and that many firms are currently recruiting their computer engineering manpower from outside Canada. The Federal Government was cited as another major, local employer.

A cursory survey, conducted by the University, of former electrical engineering graduates working in the Ottawa region, revealed a large proportion working in areas related to computer engineering.[4] The University of Ottawa indicates that many engineering educators and computer industry personnel project that the future "demand for computer engineers will equal if not exceed that of conventional electrical engineers"[5] as the needs of the high-technology industry shift from computer science to computer engineering. The University of Ottawa maintains that the number of graduating students falls short of the current needs of both the high-tech industry and local government institutions.[6]

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2. Ibid., Appendix C, Letter from the University of Ottawa and Carleton University to the Committee of Ontario Deans of Engineering, April 26, 1982.

3. Ibid., p. 6.

4. Ibid., p. 4.

5. Ibid., p. 3.

6. Ibid., p. 4.

The University of Ottawa suggests that undergraduate training in this field increases the number of potential graduate students, many of whom will be needed to fill future faculty positions in the field of computer engineering, not just in Ontario, but also across Canada:

> ...today any graduating Ph.D. in the area of Computer Engineering has the pick of the best Canadian universities, not to mention American universities and the whole North American high-tech industry.[7]

The societal need for these graduates in both industry and academia are expected to continue to increase in the future.

The University of Ottawa expects that student demand for this program, at both the University of Ottawa and Carleton University will exceed enrolment quotas for the foreseeable future. The Committee notes that there has been strong demand for the existing option, and that enrolments have increased substantially each year.

The Committee is satisfied that there is both a societal need and student demand for the proposed program.

**7. Uniqueness**

The University of Ottawa indicates that all computer engineering programs in the Province largely follow the model program of the Institute of Electrical and Electronics Engineers (IEEE) computer society, with variation in the availability of electronics.

Of the eight provincially-funded universities that offer regular engineering programs, Carleton, McMaster and Waterloo offer accredited computer engineering programs, Queen's and Ottawa have computer engineering options, Toronto is planning to introduce an option and Western and Windsor have no formal computer engineering offerings.[8] With the exception of the University of Ottawa, no other computer engineering program in Ontario is available in French and English.

Given the unique bilingual nature of this program and the extent of the need for computer engineering graduates in the Ottawa region, the Committee believes that any duplication of existing programs is justifiable.

**8. Local and Regional Support for the Program**

To evaluate local and regional support for this program in March 1987, the University of Ottawa surveyed 62 high-technology firms in the Ottawa region. Companies contacted included a variety of computer, electronics, research, consulting and manufacturing firms. Responses indicate that the proposed program was considered to be a "very positive" development:

> BNR is enthusiastic about the formation of Computer Engineering programs, and happy that Ottawa is doing so...
>
> Mitel has a strong interest in supporting local initiatives which

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7. Ibid., p. 5.

8. Ibid., p. 4.

produce a skilled engineering force in Computer Engineering...[9]

Local firms indicated that program graduates would be useful additions to their existing staff complement. The Committee of Deans of Engineering and the Council of Ontario Universities also indicated their support for the program.[10]

The Committee is satisfied that extensive local and regional support exists for the development of the proposed program.

**9. Institutional Appropriateness**

The Committee is aware that the University of Ottawa has in existence a well-established and successful Computer Engineering option within strong Electrical Engineering and Computer Science departments and that the proposed program would essentially involve the enhancement of an area of existing strength. Most of the necessary resources are already in place, and the bilingual nature of the program is consistent with the University of Ottawa's unique role of furthering bilingualism and biculturalism in Ontario.

In light of these factors, the Committee believes that the development of a BScA degree in Computer Engineering at the University of Ottawa is entirely appropriate.

**10. Funding**

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BScA program in Computer Engineering at the University of Ottawa, be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

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9. Ibid., p. 5.

10. Letter from Council of Ontario Universities to Ontario Council on University Affairs, November 11, 1987, p. 3.

**Appendix B**

## ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

## ACADEMIC ADVISORY COMMITTEE

### Occupational Therapy and Physical Therapy (BHSc), McMaster University in co-operation with Lakehead University - New Undergraduate Professional Program Considered for Funding Eligibility

On July 24, 1987, McMaster University requested that Council consider for funding eligibility its new undergraduate professional program in Occupational Therapy and Physical Therapy. In accordance with established procedures, Council circulated the program proposal to the Council of Ontario Universities (COU), which in turn received advice from the Ontario Council on University Health Sciences. The proposed program was also circulated to the Ontario Ministry of Health for review and comment. The proposed program and external comments were referred by the Ontario Council on University Affairs to the Academic Advisory Committee for their specific advice thereon.

### 1. Proposed Curriculum

The proposed Occupational Therapy and Physical Therapy program is a post-degree program equivalent to three academic years in length, collapsed into a program two calendar years in duration. Students who have a baccalaureate degree in any field will be considered for admission to the program.

The McMaster proposal evolved out of a lengthy co-operative relationship with Mohawk College in the occupational and physical therapy fields. Diploma programs in both fields were developed at Mohawk College in the 1970's (PT in 1971, and OT in 1977)[1] based on a co-operative effort by Mohawk College and McMaster University. The Occupational Therapy and Physiotherapy programs offered by Mohawk College were the only diploma-level programs in Canada. All other programs are offered at the baccalaureate level.

Voluntary professional associations representing occupational therapists (Canadian Association of Occupational Therapists) and physical therapists (Canadian Physiotherapy Association) restrict membership to graduates of university programs. Employers have increasingly required membership in one of these professional associations as a condition of employment. As a result, Mohawk diploma program graduates have experienced difficulty locating employment in their field.

In 1980, McMaster University introduced a degree completion program to alleviate the restrictions to employment, promotion and professional development experienced by Mohawk OT and PT graduates. McMaster gave Mohawk students credit for 75 of the 90 credits required to obtain a

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1. McMaster University, Letter of July 24, 1987 to the Ontario Council on University Affairs, Attachment, "Draft from the Program Committee for Discussion by the Council of Regents at the June 1985 Meeting Re: Mohawk College Occupational Therapy and Physiotherapy Programs", p. 4.

McMaster Bachelor of Health Science degree. By 1984, 53% of the Mohawk OT graduates and 100% of the PT graduates were completing a BHSc degree from McMaster before seeking employment in their field.

The Council of Regents, which oversees the Ontario college system, felt that the Mohawk - McMaster co-operation in the fields of OT and PT created an undesirable precedent for college programs, since using college programs as university transfer credits is contrary to the mandate of the colleges. Both the Ministry of Colleges and Universities and Mohawk College recently re-emphasized their position: that the essential role of the college system is to prepare students for direct entry into the job market, not to prepare students for transfer to university programs.

In late 1985 the Ontario Government and the Mohawk Board of Governors endorsed the development of two new baccalaureate programs in Occupational Therapy and Physical Therapy at McMaster University to replace the diploma programs at Mohawk College of Applied Arts and Technology and the degree completion program at McMaster.

The proposed programs will be based in a School of Occupational Therapy and Physical Therapy in the Faculty of Health Sciences at McMaster University. The University has indicated that:

> A special joint agreement with Lakehead University is envisioned to provide additional educational opportunities in Northwestern Ontario in Occupational Therapy and Physical Therapy and additional clinical placements for students in an expanded programme.[2]

The proposed Bachelor of Health Science degree programs in Occupational Therapy or Physical Therapy are two-year programs (24 months of consecutive study) based on the philosophy of problem-based learning. The curriculum is organized into six study blocks of fourteen weeks each, and one clinical elective block of six weeks duration.

Each study block integrates academic and clinical aspects of practice and consists of four main components:

1. a problem-based tutorial;
2. clinical skills laboratory;
3. special topics/inquiry seminar; and
4. clinical education practicum.[3]

Each block builds on knowledge and skills gained in the previous block.

**2. Academic Quality**

The proposed programs were approved by the Senate of McMaster University on May 28, 1987.

**3. Financial Viability**

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2. McMaster University and Lakehead University, Baccalaureate Programmes in Occupational Therapy and Physical Therapy offered by McMaster University in cooperation with Lakehead University, May 11, 1987, p. i.

3. Ibid., p. 6.

McMaster University has assured Council that:

> if the proposal is approved by OCUA and if the Ministry is able to work out the funding, McMaster University will offer the programmes and ensure that they will be financially viable.[4]

The Committee is satisfied that McMaster University will not mount these programs without obtaining sufficient funding to ensure their longterm financial viability.

**4. Projected Enrolment**

There are currently 26 students enrolled in Physical Therapy and 28 students enrolled in Occupational Therapy in the programs at Mohawk College which will be closed. Because the number of applicants for all Canadian programs far exceeds existing capacity, McMaster projects enrolment levels of between thirty and sixty students in each year of the Occupational Therapy and Physical therapy programs.

If the program is implemented, McMaster would initially enrol 30 students in each program. Intake into the programs would be later increased to 45 students per year in each program if the necessary regional clinical teaching placements become available. McMaster indicates that should additional clinical teaching placements in Northwestern Ontario be developed, each program would enrol up to sixty students per year.[5]

The Committee is satisfied that these enrolment projections are reasonable and achievable.

**5. Co-operation with other Post-Secondary Institutions**

McMaster University evisages the development of a Northern Studies component of the OT and PT programs in collaboration with Lakehead University. This program would provide facilities for up to 60 students to complete fourteen weeks of study, including academic and clinical components in Thunder Bay under the joint auspices of Lakehead and McMaster Universities.[6] The program would be offered by two to four full-time faculty located at Lakehead University and by clinicians drawn from clinical facilities in Northwestern Ontario.

**6. Societal Need and Student Demand**

Evidence provided by McMaster University demonstrates a longterm and critical need for physical and occupational therapists. McMaster indicates that an Ontario Ministry of Health study entitled Report on the 1985 Survey of Rehabilitation Staff in Ontario documented vacancy rates for occupational and physical therapists ranging from 3.7% in the southern

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4. Letter from Dr. A. Lee, President, McMaster University, to the Ontario Council on University Affairs, July 24, 1987, p. 2.

5. McMaster University and Lakehead University, Baccalaureate Programmes in Occupational Therapy and Physical Therapy offered by McMaster University in co-operation with Lakehead University, May 11, 1987, p. 23.

6. Ibid., p. 25.

region to 42.2% in the northern region of the Province.[7] This study projects that serious manpower shortages will persist in these fields through the 1990's.[8]

In its submission, McMaster indicates that a manpower survey of the Hamilton-Halton-Niagara regions, conducted in September 1986 revealed over 30 vacancies have been in existence since 1985 and that vacancies were expected to remain at that level for the forseeable future.

Shortages in Northern Ontario are much greater and vacant positions there are even more difficult to fill. McMaster maintains that:

> This Northern Studies programme would help to alleviate the serious shortages of Occupational Therapists and Physical Therapists in Northern Ontario...[9]

> Experience with the Northwestern Ontario Medical Programme has shown that exposure is a key intervention which influences location of practice of health professionals.[10]

Lakehead University and the local health care sector in the region believe that the establishment of this program will be an important step toward alleviating the chronic shortages of OT and PT personnel in the North.

Serious shortages in these professions currently exist across Canada, particularly in Alberta and the Maritimes. The United States is also experiencing serious shortages of rehabiliation personnel and is actively recruiting foreign OT and PT professionals.[11]

Future demand for the services of occupational and physical therapists is expected to increase nationally as the general population ages and the need for rehabilitation services expand.

Upon review of this proposed program the Ministry of Health strongly supported the immediate establishment of these programs and indicated:

> Serious provincial and national shortages of rehabilitation professionals have developed over recent years due to such factors as expansion of community health programs, increased emphasis on rehabilitation and normalization of the handicapped, an increasingly elderly population, and new technological developments. Our projections of future requirements for occupational therapists and physiotherapists indicate that employment opportunities will continue to grow steadily over the

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7. Ibid., p. ii.

8. Ibid., p. 1.

9. Ibid., p. 25.

10. Ibid., p. 27.

11. Ibid., p. 1.

next decade.[12]

The Ministry of Health also noted that the 24 month duration of the program will permit a more rapid response to the current manpower shortage than the existing, traditional four-year programs.

In addition, the Ontario Council on University Health Sciences strongly supports this program.[13]

McMaster expects that student demand for the program will be strong and that the University will have no problem achieving targetted enrolment levels. This confidence stems from the high application rates at other universities and a near-tripling in the number of applicants to the Mohawk College diploma program since 1978. Over the last three years between 30% and 60% of Occupational Therapy entrants and 25% and 40% of the Physical Therapy entrants have had a baccalaureate degree.

The Academic Advisory Committee is convinced that there is both a societal need and student demand for these programs.

**7. Uniqueness**

The Committee is satisfied that these programs, given their admission requirements, curriculum, and mode of delivery, are distinct from existing programs at Toronto, Western, Queen's and Ottawa universities.

**8. Local and Regional Support**

The Committee has been provided with voluminous evidence supporting the proposed programs from local and regional directors of clinical teaching hospitals, clinical institutions, and health services professionals in both southern and northern Ontario.

The Committee is satisfied that Province-wide support exists for these programs.

**9. Institutional Appropriateness**

McMaster University has indicated that the proposed programs will be based in the Faculty of Health Sciences and will complement undergraduate programs in medicine and nursing. Physical Therapy and Occupational Therapy programs have been available in Hamilton at Mohawk College and McMaster University for the last 15 years. During this period a core of local academic faculty and an array of clinical instructors and researchers associated with clinical teaching facilities in local hospitals and agencies have been established in the region.

The Committee notes that a 1987 inventory of research compiled by the Ontario Universities Committee on Health Research identified McMaster as the leading university in the Province in terms of funded research in Occupational Therapy and Physical Therapy, with total funding of $785,756.00 as of January 1, 1987.[14]

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12. Memorandum from the Ministry of Health in response to OCUA's request for comment, November 17, 1987.

13. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, p. 7.

14. McMaster University and Lakehead University, op. cit., pp. 21-22.

The Committee is satisfied that it is appropriate that these programs be offered by McMaster University, given the university's many related areas of strength in the health sciences field and existing strength and experience in the areas of occupational and physical therapy. The Committee also deems it appropriate and desirable that McMaster would co-operate with Lakehead University in the development of a northern component of these programs and would utilize clinical training placements in rural Northwestern Ontario.

**10. Funding**

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BHSc programs in Occupational Therapy and Physical Therapy at McMaster University be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

**Appendix C**

## ONTARIO COUNCIL ON UNIVERSITY AFFAIRS

## ACADEMIC ADVISORY COMMITTEE

### Post RN (Nursing) (BSc), University of Ottawa - New Professional Program Considered for Funding Eligibility

On July 30, 1987, the University of Ottawa requested that Council consider for funding eligibility its new undergraduate professional Post RN Bachelor of Science in Nursing. Council, according to established procedures, circulated the program proposal to the Council of Ontario Universities (COU) which, in turn, invited comments on the proposal from the Ontario Council on University Health Sciences (OCUHS). The proposal was also forwarded to the Ontario Ministry of Health for review. Council referred the program and comments from COU, OCUHS and the Ministry of Health to the Academic Advisory Committee and asked for specific advice thereon.

The Committee's findings with respect to the program are summarized below:

### 1. Proposed Curriculum

The proposed program is the result of major revisions to an existing undergraduate program for Registered Nurses. The revised program expands opportunities for registered nurses in the region, enabling them to acquire a baccalaureate degree, and extends the curriculum to include the development of specialized skills. The curriculum consists of courses in three major areas: the humanities and social sciences; nursing and biomedical sciences; and a concentration including nursing science, biomedical and social science courses. Concentrations will be offered in the areas of geriatric/gerontological care, psychiatric/mental health, community/occupational health and perinatal nursing. The curriculum has been designed to build on the knowledge and experience of graduates of diploma schools of nursing.[1]

Students may enrol in the program on a full-time or part-time basis. All nursing and medical science courses are offered through a distance education program via a teleconferencing system. Courses offered through the teleducation program will be offered on a rotational basis over a four-year period.

Program applicants must either meet the standard entrance requirements for the baccalaureate program or hold a diploma in Nursing, have completed at least Grade 12 advanced Mathematics or its equivalent, and hold a valid Certificate of Competence from the College of Nurses of Ontario.

### 2. Academic Quality

The proposed Post RN (Nursing) BSc program was approved by the

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1. University of Ottawa, Baccalaureate Preparation for Registered Nurses, Post RN B.Sc. (Nursing), Executive Summary, July 30, 1987, p. 1.

Senate of the University of Ottawa on June 26, 1987.

**3. Financial Viability**

The proposed new program is the result of major revisions to an existing program, and the necessary financial resources are already in place. Board of Governors' approval was not required in order for the program to be mounted. The University of Ottawa indicates that the telephone distance education component of the program is a highly cost-effective means of program delivery and will not involve additional financial requirements.

The Committee is satisfied that the University of Ottawa has the resources necessary to mount the program and that it is financially viable.

**4. Projected Enrolment**

The School of Nursing at the University of Ottawa will admit up to a total of 75 full-time equivalent (FTE) students per year to the program on campus and a maximum of 25 FTE's in each of its teaching centres outside Ottawa. Total projected enrolment for each year, from 1988 to 1993, is approximately 200-225 FTE's on campus and up to 50 FTE's in each remote centre.

**5. Co-operation with other Post-Secondary Institutions**

Since the introduction of a teleconferencing component to the program in 1983, the School of Nursing at the University of Ottawa has developed co-operative relationships with a variety of universities, colleges and hospitals across the Province.

The School of Nursing transmits perinatal courses to Kingston and London in collaboration with Queen's University and the University of Western Ontario, which accept the courses for transfer credit in their own nursing programs.

The University of Ottawa program engages the co-operation of numerous community colleges and teaching hospitals in remote teaching centres located about the Province to offer courses via the teleducation network. Faculty and administrative personnel in these institutions provide the ongoing co-ordination required to run the courses.

The University of Ottawa also works closely with the Continuing Education Division of Trent University and with the Correspondence Division of the University of Waterloo to permit students to apply credits toward the Post RN (Nursing) program.

**6. Societal Need and Student Demand**

The proposed new program results from revisions to a longstanding Post RN baccalaureate of science in nursing program at the University of Ottawa. Revisions to the program were made after the University's Continuing Education Committee of the School of Nursing conducted a needs assessment study in 1982 which surveyed Registered Nurses in eight counties in Eastern Ontario and the Outaouais region of Western Quebec. Areas of concentration were selected on the basis of priority health care needs in the eastern Ontario region. The University of Ottawa indicated that

...the realities of health care today required a rethinking of the

> nursing science courses particularly, to reflect the increasing specialization of knowledge and practice that is taking place in the health field.[2]

Both nurses and health care agencies requested that the School of Nursing develop advanced, university-level courses. Comments received from the Ministry of Health indicated strong support for this program:

> What we find particularly commendable about the new program proposal is the opportunity for advanced preparation in clinical practice. It is encouraging that a faculty of nursing recognizes that requirements in the employment market should be taken into consideration in developing the curriculum. Courses offering broad generalized preparation have been replaced by shorter courses specific to areas of specialized practice. We note that these areas are generally consistent with those in which the greatest extent of undersupply was documented in our most recent nurse vacancy survey (June, 1987); namely; Geriatric Nursing, Psychiatric Nursing and Critical Care Nursing.[3]

Support for the program was indicated by both the Ontario Council of University Health Sciences and the Council of Ontario Universities. Comments received from COU stated:

> Unquestionably there is an urgent societal need for registered nurses to study nursing and related sciences and humanities. The increasing complexity of health problems requires a broad base of knowledge beyond that acquired by many nurses. This is one effort to meet that need.[4]

The University of Ottawa indicates that the catalyst for the development of the revised program was the need of local nurses for post-secondary education that would enhance their professional qualifications and would lead to a university degree. Student demand for this program is expected to be high at both the on-campus and off-campus sites.

The Committee is satisfied that this program meets the criteria of societal need and student demand.

**7. Uniqueness**

The University of Ottawa indicates that the uniqueness of the revised Post RN (Nursing) program is evident in three major areas:

1. The concept of concentrations (which has been endorsed by the Executive Council of the Canadian Association of University Schools of Nursing).

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2. Ibid., Attachment, "Building on Experience", p. 3.

3. Letter from the Ministry of Health, Policy Development and Research Division to the Ministry of Colleges and Universities, November 17, 1987, p. 2.

4. Letter from the Council of Ontario Universities to the Ontario Council on University Affairs, November 11, 1987, p. 3.

2. Maintenance of a separate program for post RN students.

3. Accessibility via telephone distance education.[5]

This program is distinctly different from other baccalaureate programs for nurses with diplomas at McMaster University and the University of Western Ontario.

The Committee is satisfied that this program is unique in Ontario.

**8. Local and Regional Support**

The Committee has been provided with evidence indicating strong support for the program from local and provincial nursing associations, the Ministry of Health, Eastern Ontario hospitals, and supporting faculties at the University of Ottawa.

The Committee is satisfied that there is local and regional support for the proposed Post RN (Nursing) program.

**9. Institutional Appropriateness**

The University of Ottawa has offered baccalaureate preparation for graduate nurses since the mid 1930's. The School of Nursing has the necessary faculty and resources in place to offer an advanced level nursing program. The University is widely recognized for its expertise in telephone distance education.

The Committee believes that the proposed program is an appropriate development for the University of Ottawa.

**10. Funding**

The Committee, therefore, recommends to the Ontario Council on University Affairs that:

> enrolment in the new BSc Post RN (Nursing) program at the University of Ottawa, be recommended to Council as being eligible for counting.

Academic Advisory Committee
November 20, 1987

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5. University of Ottawa, op. cit., Executive Summary, p. 2.

# 87-XIII The Allocation of the Government's Operating Support for the University System in 1988-89

The Minister of Colleges and Universities informed Council on November 19, 1987 that, for 1988-89, a total of $1,545 million in operating grants will be made available for the university system. Of this amount, $1,501,650,175 is available for Council's basic funding objectives and the grant-in-aid for the Bar Admission Course. The remaining operating grants are divided in the following manner:

(i) $27.0 million is provided as a provisional estimate of the amount necessary for accessibility envelope funding. The Minister has indicated that this amount will be revised, if necessary, to fund the 1987-88 increases in enrolment over 1986-87 levels;
(ii) $5,230,225 is provided to support 1001 international graduate student waivers; and
(iii) $11,119,600 is retained by the Ministry of Colleges and Universities for line-budget items. The Minister indicated that this amount includes $1.9 million for special French Language initiatives.[1]

In addition to the operating grants announcement, the Minister announced that formula fee rates for all students will increase by 4.5% in 1988-89. This policy applies to both domestic and visa students.

This Memorandum presents advice on the distribution of the $1,501,650,175 available for Council's basic funding objectives. This includes recommendations on the allocation of the mission-related, institution-specific funding envelope in the distribution of differentiation grants, Northern Ontario grants, bilingualism grants, institutional weight adjustment grants, and the grant-in-aid for the Bar Admission course. In this Memorandum Council comments on the following but does not make specific grant distribution recommendations in regard to them: the program adjustments envelope, the faculty renewal envelope, and the research overheads/infrastructure envelope. The remaining funds are allocated under the formula grants envelope.

## 1.0 Accessibility Envelope

In Advisory Memorandum 87-III, Council provided advice to the Minister on the operation of the accessibility envelope for 1988-89 funding. The Minister did not accept this advice and chose an alternative funding mechanism. Council has undertaken a preliminary calculation of the allocation of the envelope and estimates that it will cost Government, at a minimum, in excess of $35 million in 1988-89 to fulfill its commitment. Therefore additional funds will be required for 1988-89.

Council will be providing advice in the near future on the future

1. Letter from the Honourable Lyn McLeod, Minister of Colleges and Universities, to Dr. Paul Fox, November 19, 1987.

operation of this envelope.

**2.0 Faculty Renewal**

In Advisory Memorandum 87-IV, Council provided advice on the allocation of faculty renewal positions in years two through five of the program. Since then Council has received a few requests for modifications to the approved positions. The Academic Advisory Committee of Council will review these requests and will recommend to Council any necessary changes. Council will submit its advice to the Minister upon completion of its review of the changes proposed.

**3.0 Extra-Formula Grants**

**3.1 Mission-Related Institution-Specific Funding Envelope**

**3.1.1 Differentiation Grants**

Council's Advisory Memorandum 80-VI established differentiation grants as a new category of extra-formula funding intended to assist institutions which accept a clearly differentiated role, demonstrate their intention to pursue their academic strengths efficiently and effectively, and require special funding to do so. Trent University is the only institution to have received a differentiation grant.

During the past six years Trent has been awarded differentiation grants. These grants recognize Trent's continued efforts to solidify its differentiated role as the only institution in the Ontario university system engaged almost exclusively in undergraduate arts and science education. They also recognize Trent's realignment of its limited graduate offerings to complement its academic strengths and they acknowledge the University's improved management of resources and expenditures.

Trent has indicated to Council that it eliminated its cumulative operating fund deficit in 1986-87. Trent has also completed the consolidation of its graduate offerings, successfully phasing-out its masters' programs in physics, chemistry and history and thereby consolidating its role as a predominantly undergraduate liberal arts and science university.

In Advisory Memorandum 87-I, Council indicated that a new phase in the differentiation grant had been reached. The changes necessary to consolidate Trent's role as a differentiated university have been implemented. In future, the differentiation grant process for Trent must be geared towards maintaining this differentiated role.

To this end, Council initiated in the past year a thorough review to identify and estimate the incremental cost of Trent's differentiation. Unfortunately, this cost study has taken longer to complete than Council wished and will not be completed for several months. However, Council has had some fruitful discussions with Trent concerning the costing of its differentiation and is encouraged by the progress achieved to date. Council will recommend to the Minister on the on-going future of Trent's differentiation grant when it completes its study. In the meantime, Council recommends that the level of the differentiation grant for Trent for 1988-89 be $1.5 million.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-60*
*DIFFERENTIATION GRANT FOR TRENT UNIVERSITY 1988-89*

*THAT* a differentiation grant of $1,500,000 be made to Trent University in 1988-89.

### 3.1.2 Northern Ontario Grants

In the past year, Council initiated a review of the calculation of the Northern Ontario grants. This review has focussed on identifying two types of mission-related costs of Northern institutions: the costs of being institutions "in the North"; and the costs of being institutions "for the North". Council has made significant progress in addressing these issues and identifying the appropriate long-term mechanism to allocate both the regular Northern Ontario grants and the new special grants for Northern institutions. Unfortunately, since Council's consultations with the institutions have not yet been completed, the study's findings are not available at this time.

Nevertheless, based on its findings to date, Council is prepared to make some modifications to the allocation process for these grants for 1988-89.

#### 3.1.2.1 Regular Grants

The preliminary findings of Council's Northern Ontario Grants review suggest that the grants levels generated by the current "mini-formulae" outlined in Advisory Memorandum 75-VII closely approximated the incremental costs of institutions operating in the North. In the next few months Council will finalize its work in this area.

For 1988-89, Council recommends a slight modification to the current mini-formulae to fit within the framework of the new operating grants allocating mechanism. Under the current "mini-formulae" for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, each grant is determined with reference to the prior year's Basic Operating Income (BOI) of each institution. Council believes that the BOI factor found in these formulae should become Base BOI under the new formula grants envelope and the formulae applied in the usual manner. However, inadvertent transitional dislocations occur as a result of the change in the definition of BOI and these would result in a reduction of Northern Ontario grants for Algoma and Hearst colleges. Council recommends that these dislocations be compensated for in 1988-89 by ensuring that the combined direct Northern Ontario grants and pseudo-campus Northern Ontario grants of each of the affiliates provide a minimum increase of 4.5% over the previous year's level. The grant levels recommended below incorporate this 4.5% floor provision.

Therefore, for 1988-89, the value of the Northern Ontario grants for Lakehead and Laurentian universities, and Laurentian's affiliated colleges, is calculated according to the "mini-formulae" outlined in Advisory Memorandum 75-VII modified in the manner noted above.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-61*
*NORTHERN ONTARIO GRANTS 1988-89*

*THAT* Northern Ontario grants in 1988-89 be made in the following amounts:

| | |
|---|---|
| Lakehead | $2,883,000 |
| Laurentian | 2,763,000 |
| Algoma | 241,000 |
| Laurentian (Algoma) | 58,000 |
| Nipissing | 518,000 |
| Laurentian (Nipissing) | 118,000 |
| Hearst | 117,000 |
| Laurentian (Hearst) | 62,000 |

**3.1.2.2 Special Grants**

In 1987-88 these grants were allocated on a formulaic basis. As a result of Council's findings to date in its Northern Ontario Grants review, Council believes that in 1988-89 these funds should continue to be distributed on a formulaic basis. Council's Northern Grants Committee is working on the appropriate mechanism for the ongoing evaluation and assessment of the expenditures of these funds and will recommend an appropriate mechanism in the near future.

Council recommends that the $3.0 million provided by Government for 1987-88 as special grants to Northern institutions to address particular needs in providing university-level education in Northern Ontario continue at the same level for 1988-89. The increase in regular Northern Ontario grants recommended above is greater than the base grants increase for 1988-89. Council believes that before increasing the size of the total grants available for special Northern-mission initiatives, it is important for institutions to demonstrate the value or effectiveness of the projects undertaken in meeting these institutions' mission of being institutions "for the North". Therefore, Council believes it is appropriate to maintain the level of grants at the 1987-88 level until an initial evaluation can be undertaken.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-62*
*SPECIAL NORTH ONTARIO GRANTS 1988-89*

*THAT* Special Northern Ontario Grants of $3,000,000 be made in the following amounts:

| | |
|---|---|
| Lakehead | $1,279,000 |
| Laurentian | 1,226,000 |
| Algoma | 107,000 |
| Laurentian (Algoma) | 26,000 |
| Nipissing | 230,000 |
| Laurentian (Nipissing) | 52,000 |
| Hearst | 52,000 |
| Laurentian (Hearst) | 28,000 |

**4.1.3 Bilingualism Grants**

In Advisory Memorandum 83-IX, Council documented the incremental costs of existing bilingualism programs using 1981-82 cost data. On the basis of the study's findings, the level and distribution of bilingualism grants

were adjusted in 1984-85 to reflect more accurately the incremental costs of bilingualism. Beginning in the Spring of 1988, Council intends to update this cost study to form the basis of the allocation of bilingualism grants for 1989-90 and beyond. For 1988-89, the total funds available for distribution are equal to the total of the previous year's grants increased by the percentage increase in total university system basic operating grants (4.5%). These grants are to be allocated according to the incidence of incremental bilingualism costs, as identified in Advisory Memorandum 83-IX.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-63*
*BILINGUALISM GRANTS 1988-89*

*THAT* bilingualism grants in 1988-89 be made in the following amounts:

| | |
|---|---|
| Ottawa | $11,754,000 |
| Laurentian | 2,392,000 |
| Glendon | 988,000 |
| Hearst | 125,000 |
| Sudbury | 153,000 |
| St. Paul | 982,000 |

The Minister has indicated that $1.9 million of the $11.1196 million reserved for ministry budget review will be allocated for "special French Language initiatives". She went on to state:

> I am reserving judgement as to whether a portion of the $1.9 million allocation should be used to enhance the existing bilingual grants within the Mission Related envelope. A final decision will be made when I have received the report of the French Language Implementation Task Force for the University Sector.[2]

It would be inappropriate to alter the level of the bilingualism grants recommended above before Council has undertaken this year's review of the incremental costs of bilingualism. However, given that Council's review of bilingualism costs will not be completed in time for 1988-89 funding, Council believes it would be appropriate to allocate any undesignated portion of the $1.9 million made available for special French language initiatives as bridge funding for bilingualism initiatives begun since Council's last review was undertaken. This amount would be allocated most effectively by distributing it according to each institution's existing share of bilingualism grants.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-64*
*UNDESIGNATED SPECIAL FRENCH LANGUAGE FUNDING FOR 1988-89*

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2. Ibid., p. 2.

> *THAT* for 1988-89, any undesignated portion of the additional $1.9 million reserved for ministry budget review allocated for "special French Language initiatives" be allocated according to each institution's current share of bilingualism grants as a bridging provision to the new Bilingualism Cost Study Review to be undertaken in 1988.

### 4.1.4 Institutional Weight Adjustments

In Advisory Memorandum 86-VII, Council recommended that institutional funding weights for Ryerson Polytechnical Institute and the Ontario College of Art (OCA), as well as their institutional formula fee rates, be increased. The Minister accepted Council's advice indicating:

> I would also like to indicate my acceptance of the proposed institutional weight changes for Ryerson Polytechnical Institute from the current level of 1.35 [1.36] to 1.42 and for the Ontario College of Art from the current level of 1.3 to 1.35 as well as the recommended phase-in of their formula fees to the "Group 5" level beginning in 1987-88.[3]

For 1987-88, the formula fee rates charged by Ryerson and OCA increased by one-third the difference between the existing institutional formula fee rates and the 1987-88 "Group 5" formula fee level. At the same time, an institutional weight adjustment grant was allocated to each institution to reflect the increase in institutional weight accorded to each institution.[4]

For 1988-89, Council recommends that the formula fee rates charged by Ryerson and OCA be increased by one-half the difference between current 1987-88 institutional formula fee rates and the 1988-89 "Group 5" formula fee level.[5] Council also recommends that the institutional weight adjustment grants for Ryerson and OCA be reduced from last year's levels to reflect the increase in formula fee revenue generated by the recommended fee rate increase. These grants are calculated as the residual of the increased Base Basic Operating Income (Base BOI) revenue resulting from the increase in institutional weights and the increased level of formula fee revenue generated by the recommended fee rate increase.

Council notes that institutional weight adjustment grants are temporary grants reflecting a change in BIU and BOI levels. When fully implemented, the movement of Ryerson and OCA formula fee rates to the "Group 5" level will more than cover the increased BOI for these institutions.

Accordingly, Council *recommends to the Minister*:

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3. Letter from the Honourable G. Sorbara, Minister of Colleges and Universities, to Mrs. Marnie Paikin, March 10, 1987, p. 3.

4. Ryerson and OCA are the only institutions to be funded at a single institutional BIU weight for all enrolments. Shifts in enrolment among programs do not affect BIU counts as at other institutions.

5. Currently Ryerson and OCA students are charged formula fees of $952 and $1,020, respectively. The 1988-89 "Group 5" formula fee level wil be $1,249. This is the formula fee level charged to the majority of university students.

*OCUA 87-65*
*INSTITUTIONAL FORMULA FEE RATES 1988-89*

*THAT* institutional formula fee rates for 1988-89 be set at following levels:

| | |
|---|---|
| Ryerson | $1,101 |
| Ontario College of Art | 1,135 |

*OCUA 87-66*
*INSTITUTIONAL WEIGHT ADJUSTMENT GRANTS 1988-89*

*THAT* institutional weight adjustment grants in 1988-89 be made in the following amounts:

| | |
|---|---|
| Ryerson | $856,000 |
| Ontario College of Art | 188,000 |

**4.1.5 Bar Admission Course**

In recent years, Council has recommended that the grant-in-aid for the Bar Admission Course be increased by the same percentage as that accorded the university system as a whole. Council continues to apply this policy for 1988-89 and proposes that the grant-in-aid for the Bar Admission Course be increased by 4.5%.

Council accordingly *recommends to the Minister:*

*OCUA 87-67*
*GRANT TO THE LAW SOCIETY OF UPPER CANADA ON BEHALF OF THE BAR ADMISSION COURSE 1988-89*

*THAT* a grant of $863,000 be made available to the Law Society of Upper Canada for support of the Bar Admission Course in 1988-89.

**4.2 Program Adjustments Envelope**

In Advisory Memorandum 87-XI, Council recommended to the Minister the appropriate criteria and process for the program adjustments envelope for 1988-89 and beyond. Council will submit its advice to the Minister on the specific allocation of program adjustments funding for 1988-89 later this year upon completion of its evaluation process.

The Minister indicated in her letter of November 19, 1987 that $7 million has been made available for this envelope. This is the same level as available in 1987-88. Council believes that, given the experience in the formulaic allocation for 1987-88, this is an appropriate level of funding. In future, Council will recommend on the level of funding needed for this envelope.

**4.3 Research Overheads/Infrastructure Funding Envelope**

In Advisory Memorandum 87-I Council recommended that for 1987-88 this envelope should be distributed according to each institution's proportion of peer-adjudicated sponsored research funding by the Federal

Government's three granting agencies (the Social Sciences and Humanities Research Council, the Natural Sciences and Engineering Research Council, and the Medical Research Council) for the years 1983-1984, 1984-85, and 1985-86.

In the past year, Council has undertaken a review of the appropriate long-term machanism for supporting overhead and infrastructural costs of sponsored research in the future. When this study is completed, Council will recommend the appropriate mechanism and grant distribution for 1988-89.

The Minister indicated on November 19, 1987, that the grants available for this envelope would be increased for 1988-89 by 4.5% to $26.125 million. In future, Council will recommend on the level of funding needed for this envelope.

Table 1

**Availability of Funds for Distribution as Formula Grants for 1988-89**

| | | | |
|---|---|---|---|
| 1. Total Operating Grants Available | | | $1,545,000,000 |
| Deduct: | | | |
| 2. Line-Item Grants | | 11,119,600 | |
| 3. International Graduate Student Waivers | | 5,230,225 | |
| 4. Accessibility Envelope | | 27,000,000 | |
| 5. Faculty Renewal Grants | | 16,400,000 | |
| 6. Extra-Formula Grants | | | |
| a) Mission-Related Institution-Specific Funding | | | |
| Differentiation Grants | 1,500,000 | | |
| Northern Ontario Grants | 6,760,000 | | |
| - Regular | | | |
| - Special | 3,000,000 | | |
| Bilingualism Grants | 16,394,000 | | |
| Institutional Weight Adjustment | 1,044,000 | | |
| Bar Admission Course | 863,000 | | |
| Sub-Total | | 29,561,000 | |
| b) Program Adjustments Grants | | 7,000,000 | |
| c) Research Overheads/Infrastructure Grants | | 26,125,000 | |
| 7. Contingency Provision | | 100,175 | |
| Sub-Total | | 122,536,000 | |
| 8. Available for distribution as Formula Grants | | | $1,422,464,000 |

**5.0 Formula Grants Envelope**

Of the $1,545.0 million in operating grants available for 1988-89, $122,536,000 has been previously targetted for particular purposes by Government or recommended above by Council to be made available for extra-formula grants. In addition to these deductions, shown in Table 1, $100,175 has been set aside by Council as a contingency provision in case any retroactive BIU adjustments are required at particular institutions.

The remaining $1,422,464 million is to be allocated according to the operating grants formula recommended in Advisory Memorandum 86-VII.[6] It should be noted that the unused portion of the contingency provision will also be distributed according to this allocation formula.

The results of the formula calculation are found under the Formula Grants column of Table 2. Subject to any necessary changes in an individual institution's BIU and formula fee count, and visa student fee redistribution, Council recommends that the formula operating grants be distributed according to the distribution found in Table 2.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-68*
*FORMULA GRANT ALLOCATION FOR 1988-89*

*THAT* $1,422.464 million in formula grants be made available in 1988-89 to the provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College according to the operating grants formula outlined in Advisory Memorandum 86-VII resulting in the initial allocation indicated in Table 2.

Table 2 summarizes the distribution of grants based on the recommendations contained in this Memorandum. It documents, by institution, the formula and extra-formula grants recommended by Council for 1988-89, along with the recommended grant totals for 1987-88 and the percentage increases in grants between the two years.

Paul Fox,
Chairman

January 20, 1988

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6. See Ontario Council on University Affairs, Advisory Memorandum 86-VI, pp. 13-27, for a description of the formula.

Table 2

Distribution of Grants Generated by Recommendations in Advisory Memorandum 87-XIII ($000)

| University | Formula Grants | Extra-Formula Grants: Mission-Related Institution-Specific: Northern Ontario Grants | Special Northern Grants | Bilingualism Grants | Differentiation Grants | Institutional Weight Adjustment Grants | Special & Unallocated Grants & Contingency Provision | Total Grants Recommended | Total Grants Recommended for 1987-88 | (%) Change |
|---|---|---|---|---|---|---|---|---|---|---|
| | 1988-89 RECOMMENDATIONS | | | | | | | | | |
| Brock | 29,870 | | | | | | | 29,870 | 28,541 | 4.7 |
| Carleton | 70,246 | | | | | | | 70,246 | 67,135 | 4.6 |
| Guelph | 85,139 | | | | | | | 85,139 | 81,404 | 4.6 |
| Lakehead | 23,252 | 2,883 | 1,279 | | | | | 27,414 | 26,218 | 4.6 |
| Laurentian | 22,175 | 2,763 | 1,226 | 2,545 | | | | 28,709 | 27,541 | 4.2 |
| Algoma | 1,561 | 241 | 107 | | | | | 1,909 | 1,863 | 2.5 |
| Laurentian (Algoma) | 477 | 58 | 26 | | | | | 561 | 535 | 4.8 |
| Nipissing | 3,999 | 518 | 230 | | | | | 4,747 | 4,538 | 4.6 |
| Laurentian (Nipissing) | 975 | 118 | 52 | | | | | 1,145 | 1,091 | 4.9 |
| Hearst | 382 | 117 | 52 | 125 | | | | 676 | 661 | 2.3 |
| Laurentian (Hearst) | 322 | 62 | 28 | | | | | 412 | 387 | 6.4 |
| McMaster | 92,259 | | | | | | | 92,259 | 88,209 | 4.6 |
| Ottawa | 106,422 | | | 12,736 | | | | 119,158 | 114,006 | 4.5 |
| Queen's | 96,733 | | | | | | | 96,733 | 92,548 | 4.5 |
| Toronto | 307,404 | | | | | | | 307,404 | 293,925 | 4.6 |
| Trent | 15,741 | | | | 1,500 | | | 17,241 | 16,541 | 4.2 |
| Waterloo | 108,782 | | | | | | | 108,782 | 104,009 | 4.6 |
| Western | 144,960 | | | | | | | 144,960 | 138,687 | 4.5 |
| Wilfrid Laurier | 28,828 | | | | | | | 28,828 | 27,560 | 4.6 |
| Windsor | 59,257 | | | | | | | 59,257 | 56,694 | 4.5 |
| York | 134,639 | | | 988 | | | | 135,627 | 129,595 | 4.7 |
| OISE | 18,878 | | | | | | | 18,878 | 18,060 | 4.5 |
| Ryerson | 61,074 | | | | | 856 | | 61,930 | 60,318 | 2.7 |
| OCA | 8,956 | | | | | 188 | | 9,144 | 8,850 | 3.3 |
| Dominican | 133 | | | | | | | 133 | 128 | 4.3 |
| Total | 1,422,464 | 6,760 | 3,000 | 16,394 | 1,500 | 1,044 | 0 | 1,451,162 | 1,389,044 | 4.5 |
| Bar Admission | | | | | | | 863 | | | |
| Contingency Provision | | | | | | | 100 | | | |
| Program Adjustment Grants | | | | | | | 7,000 | | | |
| Research Overheads/Infrastructure Grants | | | | | | | 26,125 | | | |

Notes
1. Dominican College receives 50% funding. The theology schools receiving 100% funding are included with the parent institutions.
2. Bilinguelism grants for affiliated institutions are included with the parent institutions.
3. The "Total Grants Recommended for 1987-88" column includes those grants recommended in A.M. 87-I plus the library enhancement and equipment fund. Similarly, the "% Change" column reflects only the change in grants recommended by Council in A.M. 87-XIII over the adjusted A.M. 87-I grants. Therefore, the percentage change figures do not necessarily accurately reflect the actual increase in operating grants distributed.

# 87-XIV Graduate Program Funding

**Agriculture (MAgr), University of Guelph;**
**Applied Computer Science (MSc), University of Guelph;**
**Clinical Biochemistry (MHSc), University of Toronto;**
**Industrial Relations (PhD), University of Toronto;**
**Methodologies for the Study of Western History and Culture, (MA) Trent University;**
**Spanish Translation (Graduate Diploma), University of Ottawa;**
**Studies in Law (MSL), University of Toronto;**
**Teaching (MA[T] and MSc[T]), McMaster University.**

**Introduction**

In this Memorandum Council continues the practice of submitting annual advice on graduate program approvals as initiated in Advisory Memorandum 83-VIII.

Council offers advice on eight new graduate programs and two existing programs. In addition, Council continues the practice of recommending a weight for each graduate level-one program on the understanding that all graduate level-two programs, as outlined in the Ministry's Operating Formula Manual, will be in Category 8 with a weight of 6, or 2 per term.

## I. New Graduate Programs

**Agriculture (MAgr), University of Guelph**

Council has reviewed the advice of its Academic Advisory Committee regarding Guelph's new Master of Agriculture program (see Appendix A) and is satisfied that the program meets the first four funding criteria.

The evidence provided clearly demonstrates that the Master of Agriculture program meets the particular needs of professional agriculturalists in a variety of specialized fields. Council notes that the program is unique and builds on existing teaching and research strengths at the University of Guelph.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-69*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF AGRICULTURE PROGRAM AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the Master of Agriculture program at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 7 with a weight of 4, or 1.333 per term, as outlined in the Ministry's Operating Formula Manual.

**Applied Computer Science (MSc), University of Guelph**

Council has reviewed the advice of its Academic Advisory Committee regarding Guelph's new Master of Science program in Computer Science (see Appendix B) and is satisfied that the program meets the first four funding criteria.

Council recognizes that the societal need for computer science graduates is significant and long term, and that this particular program provides unique opportunities for applied research in aspects of agriculture and veterinary science not available elsewhere in the Province.

Since there is strong student demand for computer science programs at the master's level at all universities currently offering the program, Council believes that the introduction of the Guelph program, with its applied focus, will not have any negative redistributive effects on enrolment levels in existing programs.

The proposed program is built on existing strength in the field of computer science at the undergraduate level.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-70*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF SCIENCE PROGRAM IN COMPUTER SCIENCE AT THE UNIVERSITY OF GUELPH FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the MSc program in Computer Science at the University of Guelph be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

**Clinical Biochemistry (MHSc), University of Toronto**

Council has reviewed the advice of its Academic Advisory Committee regarding Toronto's new Master of Health Science program in Clinical Biochemistry (see Appendix C) and is satisfied that the program meets the first four criteria for funding eligibility.

The evidence provided substantiates the need for more academically sophisticated laboratory personnel in Ontario and Canada. Since the proposed program would be unique, student demand is expected to be strong.

Given the many related areas of strength in the fields of medical and health science at the University of Toronto, Council believes that it is appropriate for this program to be offered there.

Council, therefore, recommends that enrolment in this program should be deemed eligible for counting even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-71*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF HEALTH SCIENCE PROGRAM IN CLINICAL BIOCHEMISTRY AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the MHSc program in Clinical Biochemistry at the University of Toronto be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 7, with a weight of 4, or 1.333 per term, as outlined in the Ministry's Operating Formula Manual.

**Industrial Relations (PhD), University of Toronto**

Council has reviewed the advice of its Academic Advisory Committee regarding the new doctoral program in Industrial Relations at the University of Toronto (see Appendix D). Council endorses the Committee's conclusion that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-72*
*ELIGIBILITY OF ENROLMENT IN THE DOCTOR OF PHILOSOPHY PROGRAM IN INDUSTRIAL RELATIONS AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the PhD program in Industrial Relations at the University of Toronto not be counted as eligible BIUs for funding purposes.

**Methodologies for the Study of Western History and Culture (MA), Trent University**

Council has reviewed the advice of its Academic Advisory Committee regarding Trent's new Master of Arts program in Methodologies for the Study of Western History and Culture (see Appendix E) and is satisfied that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-73*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN METHODOLOGIES FOR THE STUDY OF WESTERN HISTORY AND CULTURE AT TRENT UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the MA program in Methodologies for the Study of Western History and Culture at Trent University not be counted as eligible BIUs for funding purposes.

**Spanish Translation (Graduate Diploma), University of Ottawa**

Council has reviewed the advice of its Academic Advisory Committee regarding Ottawa's new Graduate Diploma in Spanish Translation (see Appendix F) and is satisfied that the program meets the first four funding criteria.

Council notes the unique nature of this program and the evidence of societal need for program graduates nationally and internationally. The

program clearly builds on the University of Ottawa's existing strengths in modern languages, translation and linguistics.

In light of the above, Council recommends that enrolment in this program should be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-74*
*ELIGIBILITY OF ENROLMENT IN THE GRADUATE DIPLOMA PROGRAM IN SPANISH TRANSLATION AT THE UNIVERSITY OF OTTAWA FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the Graduate Diploma in Spanish Translation at the University of Ottawa be counted as eligible BIUs for funding purposes beginning in 1988-89 - the program to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

**Studies in Law (MSL), University of Toronto**

Council has reviewed the advice of its Academic Advisory Committee regarding the new Master of Studies in Law program at the University of Toronto (see Appendix G). Council agrees with the Committee's conclusion that the program does not meet all of Council's criteria for funding eligibility.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-75*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF STUDIES IN LAW PROGRAM AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the Master of Studies in Law program at the University of Toronto not be counted as eligible BIUs for funding purposes.

**Teaching (MA[T] and MSc[T]), McMaster University**

The MA(T) and MSc(T) programs at McMaster University were previously considered for funding approval in 1980 but were not approved because Council felt McMaster lacked formal strength in the field of education and that this deficiency had not been remedied by making co-operative arrangements to secure the participation of faculty from institutions engaged in the education of teachers or the delivery of education services.

In 1987, McMaster University indicated that it wished to resubmit these programs for review since there was new information about them to be considered. The information was forwarded to OCUA's Academic Advisory Committee to determine whether or not there was sufficient new information to merit reconsideration of the programs. Having reviewed the submission, the Academic Advisory Committee decided that it would consider McMaster's request for funding eligibility for the MA(T) and MSc(T) programs de novo, and it has now submitted its advice.

Council has reviewed the advice of its Academic Advisory Committee regarding McMaster's Master of Arts and Master of Science programs in Teaching (see Appendix H) and is satisfied that the programs meet the first four criteria for funding eligibility.

Council notes the significant student demand served by the McMaster programs and agrees that the societal need for teachers to update their knowledge about the subjects which they teach is growing and is long term.

McMaster has allocated significant resources to these programs over the past ten years. Program quality has been maintained at the highest level recognized by the OCGS appraisal system. Evidence indicates that McMaster University has developed strength in the field of education appropriate to a program in teaching.

Given the above factors, Council recommends that enrolment in these programs be deemed eligible for counting, even in a time of economic constraint.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-76*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS AND MASTER OF SCIENCE PROGRAMS IN TEACHING AT McMASTER UNIVERSITY FOR FUNDING PURPOSES IN 1988-89*

*THAT* enrolment in the Master of Arts and Master of Science programs in Teaching at McMaster University be counted as eligible BIUs for funding purposes beginning in 1988-89 - the programs to be in Category 6 with a weight of 3, or 1 per term, as outlined in the Ministry's Operating Formula Manual.

## II. Existing Graduate Programs

Council has reviewed the Ontario Council on Graduate Studies annual Report to the Ontario Council on University Affairs on Appraisal Results: 1986-87. This Report indicates that two programs were placed in the "d" category: Master of Arts Classics (MA), Carleton University, and Master of Architecture (MArch), University of Toronto. Since the Council of Ontario Universities ca not verify that these two programs are of acceptable academic quality, Council must recommend that funding eligibility be withdrawn.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-77*
*ELIGIBILITY OF ENROLMENT IN THE MASTER OF ARTS PROGRAM IN CLASSICS AT CARLETON UNIVERSITY AND THE MASTER OF ARCHITECTURE PROGRAM AT THE UNIVERSITY OF TORONTO FOR FUNDING PURPOSES*

*THAT* enrolment in the Master of Arts program in Classics at Carleton University and the Master of Architecture program at the University of Toronto, not be counted as eligible BIUs for

funding purposes, commencing May 1, 1988.

Paul Fox,
Chairman

February 19, 1988

Appendix A

## ACADEMIC ADVISORY COMMITTEE
## Master of Agriculture (MAgr), University of Guelph
## New Graduate Program Considered for Funding Eligibility

On November 4, 1986, the University of Guelph requested that Council consider its new Master of Agriculture (MAgr) program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on March 19, 1985 and, at the time of appraisal, did not require any improvements.

### 2. Need

The professionally-oriented Master of Agriculture program at the University of Guelph is composed of seven different agricultural fields of study within the Ontario Agricultural College. Applicants specialize in either: Agribusiness Management, Agricultural Land Use, Land Management, Animal Science, Food Science, Pest Management or Apiculture.

The program, which began in September 1986, is directed primarily toward employed agriculturalists with access to educational leave plans. It offers practicing agriculturalists an opportunity to reorient their professional career path or to enhance their technical competence and update their expertise. The program emphasizes technical and professional knowledge and skills. This differentiates it from the MSc program, wherein emphasis is placed on research skills. The University of Guelph states:

> As the need for increased technical expertise in specialized areas develops it is evident that the traditional research oriented M.Sc. program is not always the answer. On occasion, M.Sc. students have been less than satisfied with the research orientation of the M.Sc. programme which did not adequately meet their professional needs. We believe that the M.Agr. programme will be a better alternative for some of our present M.Sc. students.[1]

The University of Guelph believes that, given the rapid expansion of technical knowledge and specialization occurring in many agriculture sectors, this program is an important addition to their agricultural program offerings.[2]

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1. University of Guelph, University of Guelph, Ontario Agricultural College and Faculty of Graduate Studies, Master of Agriculture (M.Agr.) Programme, Request for Formula Funding Support, November 4, 1986, p. 9.

2. Ibid., p. 13.

In 1984, the University surveyed over 200 potential employers of program graduates. Most of the 45% who responded indicated support for the program, and stated that they would be interested in hiring graduates, would recommend the program to their present employees, or would employ summer interns.[3]

In 1985, participants at a symposium on future directions in agricultural education, sponsored jointly by the Ontario Agricultural College and the Ontario Ministry of Agriculture and Food, reiterated the need for the establishment of a post-graduate, professional degree in agribusiness management.

The University of Guelph maintains that the need for graduates of this program is widespread:

> The agriculture and food industry is of major economic importance in Ontario and Canada. With the intensification of worldwide competition and the rapid technical advances related to this industry, the availability of the Master of Agriculture programme at the University of Guelph will help this industry maintain its strong competitive position.[4]

Student demand for this program appears to be significant. For the 1986 Fall term, the University of Guelph received fifty formal applications for admission to the MAgr program. Nineteen full-time students and one part-time student were enrolled. Forty-two applications were received for the Fall of 1987[5] and 17 students were enrolled.[6] The University of Guelph indicates that the projected steady- state enrolment for the program is 40 students per year.[7]

The program requires students to complete a minimum of two semesters of course work, plus up to two semesters of internship. The internship portion of the program may be served with a student's current employer if the position provides the experience and challenges at a level deemed appropriate for the MAgr degree. Otherwise, the University will place students in appropriate internship positions.[8]

Examples of internships held by MAgr students during the Spring term, 1987, include:

- Extentionist, Kenya High Commission, Ottawa;
- Program Evaluation Assistant, Agriculture Canada, Ottawa;
- Farm Manager, Locust Cottage Farms, Port Hope, Ontario;
- Assistant Economist, Deloitte, Haskins and Sells Associates, Guelph;

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3. Ibid., p. 8.

4. Ibid., p. 14.

5. Letter from the University of Guelph to the Ontario Council on University Affairs, May 21, 1987.

6. Established by telephone with the University of Guelph, December 14, 1987.

7. University of Guelph, op. cit., p. 11.

8. Letter from the University of Guelph to the Ontario Council on University Affairs, July 13, 1987, p. 1.

and
- Dairy Extension Specialist, Newfoundland Department of Agriculture, St. John's, Newfoundland.[9]

Given the abundant evidence of the need for graduates with technical and professional expertise in the field of agriculture and of strong interest in the program exhibited by students and employers, the Committee is satisfied that this program meets Council's criteria of societal need and student demand.

**3. Uniqueness**

This program is unique in Ontario. The University of Guelph is the only university in the Province offering agricultural programs. The Master of Agriculture program at the University of Guelph is also the first professional master's program offered by a faculty of agriculture in Canada.

The Committee is satisfied that the MAgr program is unique.

**4. Aims, Objectives and Existing Strengths**

The proposed new program in professional agriculture is consistent with the aims and objectives of the University of Guelph as indicated in their mission statement Towards 2000: Challenges and Responses:

> The University must seek excellence...across a range of programmes...[including] the founding disciplines of agriculture, veterinary medicine and family and consumer studies...and maintain a special responsibility for agriculture and veterinary medicine. It will be the only Ontario university to offer teaching, research, and extension programs in agriculture and these programmes probably will remain the largest and most diverse in Canada.[10]

The University indicates that a new faculty position has been recently allocated in support of the MAgr program, in the Department of Agricultural Economics and Business, and that additional allocations are planned as enrolment increases.[11]

The Committee acknowledges that the proposed MAgr program is included in the University's five-year graduate plan and is consistent with the University of Guelph's specialized role of providing agricultural programs in Ontario. The Academic Advisory Committee considers this program to be an appropriate development given the aims, objectives and existing strengths of the University of Guelph.

**5. Funding**

The Committee, therefore, recommends to Council that:

> enrolment in the Master of Agriculture program at the University of Guelph be recommended by Council for funding eligibility.

Academic Advisory Committee
November 20, 1987

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9. Letter from the University of Guelph to the Ontario Council on University Affairs, November 12, 1987, p. 2.

10. University of Guelph, op. cit., pp. 12-13.

11. Ibid., p. 13.

Appendix B

## Master of Science, Applied Computer Science (MSc), University of Guelph New Graduate Program Considered for Formula Funding

On July 15, 1987, the University of Guelph requested that Council consider its new Master of Science program in Applied Computer Science for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal (June 17, 1986) and, at the time of appraisal, was not found to require improvement.

### 2. Need

The MSc program in Applied Computer Science at the University of Guelph "focuses on the field of applied computer science and has a distinctive applied orientation, emphasizing research that can contribute to industry and government or to other disciplines."[1]

The University indicates that the goal of the program is to provide graduate-level education for students interested in computer applications which offer new methods for solving large classes of problems.[2]

The proposed program would be four semesters in duration. Degree requirements include a thesis, participation in a research seminar and at least four courses in two of the four areas of specialization available: Interactive Systems; Distributed Systems; Information Management; and Knowledge-based Systems.

Applicants are required to hold either an honours degree in computer science or an honours degree which includes a minor in computer science. The University would arrange for the latter students to upgrade their computer background.

The University of Guelph states that there is a growing need for applied computer science graduates and that the societal need for program graduates is significant and long-term. The University indicates:

> Researchers in computer and information science will continue to play an increasingly vital role in any effort to maintain technological leadership in today's information society. The Natural Sciences and Engineering Research Council (NSERC) recently announced that it will offer a differential scholarship award of $1,000 per annum to graduate students in computing or engineering because of "the special need to encourage more students to enter graduate studies in computer science and engineering" (University of Guelph Research News Vol. 13, No. 28, July 6, 1987). This increase in stipend was made in the face of cuts in several other NSERC programs, that is, in a time of economic restraint. The Department of Computing and Information Science at the University of Guelph has an

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1. University of Guelph, Master of Science (MSc) in Applied Computer Science, Request for Formula Funding Support, July 10, 1987, p. 2.

2. Ibid.

> opportunity to play a significant role in the training of manpower needed for an economically vital Computer and Information Technology in Canada.[3]

To obtain an external assessment of the need for graduates of the proposed program, AAC forwarded Guelph's proposal to the Canadian Information Processing Society (CIPS) for review and comment. CIPS indicated that their comments were drawn from a knowledge of the industry, an understanding of the direction governments are taking in terms of information technology, information they had previously gathered on market demand and the knowledge of members of CIPS' University Accreditation Council.[4] CIPS stated that:

> Our knowledge of the marketplace indicates a continuing need for well qualified graduates, in particular, from programs that are responding to and meeting the needs of industry. We have no reason to believe that the information on the supply and demand for Masters program graduates in computer science we provided to you in a letter dated January 12, 1987 was altered substantially. Briefly that information indicates a demand for graduates from computer science programs and a low unemployment rate for people in this industry. Furthermore, the continuing increase in the number of scholarships for computer scientists is another indication of the demand.
>
> The CIPS (University) Accreditation Council Chairman, Dr. Wayne Davis, forwarded your letter and Guelph's request for funding this program to members of the Accreditation Council. These members had evaluated the undergraduate computing science programs at Guelph. They unanimously supported the application, citing specifically that the interactive systems and distributed systems posed are very relevant to the needs of today's marketplace. They also commented on the good balance between the technical and practical aspects and good design of the program...
>
> On conclusion, the Canadian Information Processing Society would support the need for the Master of Science in Applied Computer Science program at Guelph. We feel that the program is responding to a need of industry, and therefore society. Well qualified graduates from such a program will be in demand in the marketplace.[5]

The Committee also surveyed universities currently offering Master's level programs in computer science to obtain information with respect to existing enrolments, excess capacity and the current employability of graduates.

Master's level programs are offered in Ontario at Carleton (MSc in Information and Systems Science), McMaster (MSc Computation), Ottawa - Carleton (joint MCS), Queen's (MSc), Toronto (MSc), Waterloo (MMath) and

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3. Ibid., pp. 9-10.

4. Letter from Ms. Patricia A. Glenn, Director, External Liaison, Canadian Information Processing Society, to the Ontario Council on University Affairs, November 26, 1987, p. 1.

5. Ibid., p. 2.

Western (MSc). The universities surveyed indicated that in their experience, the number of qualified applicants currently exceeds the number of students enrolled in existing programs in Ontario. For example, the University of Toronto estimates that it has three times as many formal applicants as are finally accepted,[6] while the University of Waterloo commonly receives an average of 100 applications per year over and above the number of students accepted.[7]

The Committee notes that there is some capacity in the system at the Master's level, but that most institutions plan to utilize this capacity by increasing their admissions over the next five years as resources permit. Each institution indicated that long term employment prospects for both master's and doctoral graduates are excellent in Ontario and in Canada.

The Committee notes that there is a high level of student demand for the program at the University of Guelph. The University of Guelph received approximately thirty enquiries regarding admissions for the Fall of 1986. Fourteen students were admitted to the program. During the first half of 1987 over 80 additional enquiries and twenty-three new applications for admission were received. Guelph indicates that approximately 25% of the enquiries and applications have come from persons already working in the industry who wish to return to university for upgrading of knowledge and skills or to change fields in response to industry requirements.[8] The University of Guelph expects to achieve a steady-state total enrolment of 24 students by the Fall of 1988.[9]

Given the very high application to admission ratio in this field and the apparent extensive and long term need for graduates, it is the opinion of the Academic Advisory Committee that there is a societal need and student demand for the proposed Applied Computer Science program at the University of Guelph.

### 3. Uniqueness

Guelph argues that although course offerings within the proposed program are similar to those found elsewhere, the program has a distinctive orientation due to the unique opportunities for applied research provided by the University's strengths in the biological and physical sciences and its special responsibilities in the agricultural and veterinary sciences. Since the program requires students to apply computer technology to problems outside the traditional computing arena, Guelph maintains that the program will be distinct from those at other institutions. The following are examples of theses which graduate students in the Department of Computing and Information Science are currently engaged in:

- Knowledge Acquisition for an Expert System in Veterinary Medicine;
- Statistical Reasoning in a Veterinary Diagnostic System;
- An A.I. Approach to Deciphering Dolphin Communication;
- Multi-plume Modelling of Coastal Regions of Lakes; and
- Navigation Problems in Hypertext.

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6. Letter from Dr. D.G. Corneil, Chairman, Department of Computer Science, University of Toronto, to the Ontario Council on University Affairs, December 8, 1987.

7. Letter from Dr. J.C. Beatty, Associate Chairman, Graduate Studies, Department of Computer Science, University of Waterloo, to the Ontario Council on University Affairs, December 4, 1987, p. 2.

8. University of Guelph, op. cit., p. 6.

9. Ibid., p. 7.

The University indicates faculty research also reflects the unique emphasis which applied computer science takes at Guelph. Two Computing and Information Science faculty members were recently involved in a database project for the genetic improvement of livestock, and four faculty are presently engaged in a collaborative research project with the Ontario Veterinary College to develop an expert diagnostic system for animal diseases.[10]

Given the particularly unique opportunities for applied research at the University of Guelph, the problem-oriented focus of the proposed program, and the evidence of strong student demand, the Committee is satisfied that some duplication of existing programs is justifiable.

**4. Aims, Objectives and Existing Strengths**

The Committee notes that the thrust of the MSc program corresponds to the general aims and objectives of the University of Guelph as stated in the document "Towards 2000: The Aims and Objectives of the University of Guelph" with respect to applied research and interdisciplinary research projects. Guelph also has specific goals for information technology planning. The proposed MSc program in applied computer science will be a significant factor in the achievement of these goals.

The University of Guelph provides many unique research fields in which to conduct applied computer science research, particularly veterinary medicine and agriculture. Other disciplines such as hotel and food administration, consumer studies, toxicology, land resource science, landscape architecture and the biological sciences have a unique emphasis at Guelph.

Departmental research includes human-computer interaction, prototyping tools, system specification, visual programming, hardware design languages, VLSI design, local area network protocols, distributed and statistical databases, office systems, pattern recognition, simulation of aquatic systems and applied artificial intelligence.[11]

Guelph has a strong undergraduate program in Computer Science, which recently became the twelfth Canadian university department to be accredited by the Canadian Information Processing Society. The University has databases, information systems and several hundred computers on campus. The Ontario Veterinary College has a large medical information system and the Ontario Agricultural College has an IBM-4341 system which supports a database system for the genetic improvement of livestock.

The MSc program in Applied Computer Science is included in the University's five-year plan.

The Committee is satisfied that the proposed program is consistent with the aims, objectives and existing strengths of the University of Guelph.

**5. Funding**

The Committee, therefore, recommends to Council that:

> enrolment in the Master of Science program in Applied Computer Science at the University of Guelph be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

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10. Letter from the University of Guelph to the Ontario Council on University Affairs, November 17, 1987, Attachment, p. 1.

11. University of Guelph, op. cit., p. 3.

Appendix C

## Master of Health Science in Clinical Biochemistry (MHSc), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Master of Health Science program in Clinical Biochemistry for funding eligibility. Council, according to established procedures, circulated this program to the Ministry of Health for comment. The proposed program and external comment were referred to Council's Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (March 20, 1987) and, at the time of appraisal was not found to require improvement.

### 2. Need

The objective of the MHSc program is to "make available appropriate University level education to technologists in preparation for accepting senior and supervisory roles in community focused laboratories".[1] Candidates for the proposed program are required to hold a four-year BSc degree with a minimum of a mid-B average or to have a three-year BSc degree with a mid-B average and the Registered Technician qualification with a final grade average of 75% or better.[2] The program is two full years in duration and includes courses in biochemistry, clinical chemistry, computer science, statistics, pharmacology, microbiology, zoology and pathology. In addition, an "Investigative Report" based-on six months of supervised research is required.

The University of Toronto notes that the significant expansion in the number, complexity and cost of diagnostic services available to patients and physicians over the last thirty years has increased the demands made on all aspects of laboratory medicine, but has been most pronounced in the field of clinical biochemistry. The University of Toronto argues that:

> The increased complexity of Clinical Biochemistry services has imposed the need for a more sophisticated laboratory personnel structure, and higher educational attainment at each level of the hierarchy.[3]

In addition to providing registered medical laboratory technologists with the opportunity to enhance their current knowledge and skills, graduates will obtain the expertise required to fill supervisory roles in the area of clinical chemistry at community hospitals. The proposed program was specifically designed to provide students with the level of expertise in clinical

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1. University of Toronto, Request for Formula Funding for the Master of Health Science Program in Clinical Biochemistry at the University of Toronto, June 15, 1987, p. 1.

2. University of Toronto, Additional Information Regarding the MHSc Clinical Biochemistry Proposal, November 18, 1987, Appendix I, p. 1.

3. University of Toronto, Request for Formula Funding for the Master of Health Science Program in Clinical Biochemistry at the University of Toronto, June 15, 1987, p. 1.

biochemistry required by laboratories which cannot support both a Medical Biochemist and Certified Clinical Chemist in scope of work, research opportunities or financial commitment.[4]

The 1982 Report of the Task Force on Laboratory Services conducted by the Ontario Council of Health documents the lack of academic programs for laboratory technologists, particularly at the graduate level, and recommended that clinical departments within Ontario faculties of medicine develop MSc programs for R.T. graduates which respond to the needs of non-teaching laboratories supporting primary and secondary health care.[5]

The University of Toronto has designed its program in such a way that the proposed program fully meets the needs identified by the Task Force on Laboratory Services.[6]

The Task Force on Laboratory Services indicated that there will be a long term demand for technologists with superior qualifications given the limited number of such technologists and the projected rate of retirement of current Chief Technologists acting as Supervisors of laboratories with a significant clinical chemistry component.

The Committee has reviewed letters of support for the proposed program from the Canadian Society of Laboratory Technologists, the Toronto Institute of Medical Technology and the Ontario Society of Medical Technologists.

Referring to the Toronto Institute of Medical Technology's support for the program, the Ontario Ministry of Health believes that there is a "real need for a Master's program in Clinical Biochemistry."[7]

The Academic Advisory Committee was provided with evidence of significant student demand for this program. In addition to numerous telephone inquiries, the University of Toronto has received written requests for information or admission to the program from across Canada.

The University of Toronto expects to enrol a maximum of four students in the first year of the program. Projected steady-state enrolment for the program after five years is estimated at a maximum of eight students per year of the program.[8]

The Committee is satisfied that there is both a societal need and student demand for this program.

### 3. Uniqueness

The proposed program would be unique in Ontario.

### 4. Aims, Objectives and Existing Strengths

The proposed program is consistent with the University of Toronto's existing strengths in the life sciences field. Toronto offers a wide range of graduate programs to the doctoral level, including Clinical Biochemistry, Medicine, Pathology, and Community Health.

The program is included in the University of Toronto's five-year

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4. Ibid., p. 1.

5. University of Toronto, Additional Information Regarding the MHSc Clinical Biochemistry Proposal, November 18, 1987, Appendix III, p. 15, Excerpts from: Report of the Task Force on Laboratory Services, Ontario Council of Health 1982, p. 233.

6. University of Toronto, November 18, 1987, op cit., p. 2.

7. Memorandum from the Ministry of Health to the Ministry of Colleges and Universities, November 17, 1987.

8. University of Toronto, November 18, 1987, op. cit., p. 1.

graduate plan.

The Committee believes that the proposed MHSc in Clinical Biochemistry is consistent with the aims, objectives and existing strengths of the University of Toronto.

**5. Funding**

The Committee, therefore, recommends to Council that:

enrolment in the Master of Health Science program in Clinical Biochemistry at the University of Toronto be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

Appendix D

## Doctor of Philosophy in Industrial Relations (PhD), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Doctor of Philosophy program in Industrial Relations for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal (November 22, 1985). However, the program was approved to commence with the understanding that the University of Toronto would submit a report by December 1, 1987 to address concerns of the Appraisal Committee. These concerns were with respect to the alleviation of overcrowding and the appointment of a faculty member with an academic background in industrial relations.[1]

Upon consulting OCGS regarding the status of the requirement set out above, the Committee was informed that the report requested had been postponed since the program was due for a periodic appraisal in 1988-89.

The first criterion for new graduate programs, established by OCUA, requires the Academic Advisory Committee to verify that each new program has passed a rigorous academic appraisal, as certified by the Council of Ontario Universities, and at the time of appraisal was not found to require improvement.[2]

Since the concerns raised by the appraisals process are related to the quality of the program, in the opinion of the Academic Advisory Committee, it has not been demonstrated that the proposed program in Industrial Relations at the University of Toronto has met OCUA's quality criterion. The Academic Advisory Committee, therefore, recommends to Council that:

> enrolment in the Doctor of Philosophy program in Industrial Relations at the University of Toronto not be recommended by Council for funding eligibility.

Academic Advisory Committee
January 27, 1988

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1. University of Toronto, Request for Formula Funding for the Doctoral Program in Industrial Relations at the University of Toronto, June 15, 1987, p. 2.

2. Ontario Council on University Affairs, Tenth Annual Report, 1983-1984, Advisory Memorandum 83-VIII, Ministry of Colleges and Universities, March, 1984, p. 72.

Appendix E

## Methodologies for the Study of Western History and Culture (MA), Trent University New Graduate Program Considered for Funding Eligibility

On July 14, 1987, Trent University requested that Council consider its new Master of Arts program in Methodologies for the Study of Western History and Culture for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committees' findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 19, 1986 and, at the time of appraisal, was not found to require improvement.

### 2. Need

The Master of Arts in Methodologies for the Study of Western History and Culture is an interdisciplinary program which places emphasis on the structure of modern knowledge. The University's approach to the program involves an examination of "the background of understanding", the "reinterpretation of previous perspectives", and, via a seminar course, "bringing together...the understanding of the present via the past, and the continual reconstruction of the past via the methods and insights of the present".[1]

In addition to the seminar, at least one more course and a thesis are required. Depending on the student's area of emphasis, a language requirement may be added. Trent indicates that all students and faculty involved in the program will participate in the central seminar

> ...where contemporary explorations and techniques (e.g. hermeneutics, contemporary notions of "literacy", method in the social sciences, the techniques of deconstruction, etc.) will be both described and applied in an interdisciplinary workshop and forum.[2]

To acquire the necessary breadth, Trent encourages students to take one course at another university within easy commuting distance of Peterborough.

Trent argues that there is a need for universities to provide opportunities for students to be trained in interdisciplinary thinking. Trent states:

> ...at a time of disciplinary fragmentation, coupled with informational overload, it seems requisite to break through the isolation and the overwhelming glut of unmanageable data by adopting strategies for pattern recognition...
>
> Our program explicitly takes on the task of analyzing the patterns

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1. Trent University, Application to the Ontario Council on University Affairs for Funding of M.A. Programme Methodologies for the Study of Western History and Culture, July 1987, p. 2.

2. Ibid.

> of information processing applied by the regular disciplines, and of evaluating the assumptions on which they are based...
>
> The matrix of understanding produced by this interplay provides contemporary tools for pattern recognition which thinkers have urged as the only way of coping with contemporary informational overload, disciplinary narrowness, and the solving of modern problems which resist single disciplinary solution.[3]

Letters of support for such training was provided from individuals in the cultural industries, newspapers and other forms of media, art administrators, state agencies and institutions of higher education.

The Committee reviewed these comments very carefully. One proponent of the new program indicated:

> This should help produce graduate students who can work with ideas and can think originally about history and society. It should produce people who can bring intellectual energy to bear on the problems their institutions face.
>
> It seems to me that such people are badly needed today and may be even more badly needed in the future. Some will eventually find places in universities, but I believe the majority will be useful in government, business, and the mass media. They will be equipped, for the rest of their lives, with the means to investigate and weigh the ideas beneath their work.[4]

Another wrote:

> Its societal need is as clear today as it was at the turn of the century when the University of Chicago introduced its first interdisciplinary social sciences program.... The motivation was and is compelling, namely, that human and social problems are not bounded by disciplines. Economic problems, for example, are political and in our vast varied country, the latter are social, psychological and geographic... [yet] the important societal need for people trained to think across disciplines simply goes unsatisfied. We send economists or political scientists to Ottawa or Queen's Park and then wonder why they come up with policies and programmes that are so narrowly conceived that they don't work.[5]

After reviewing these and other letters, the Committee acknowledged that there was some support for this program because it was expected to

- "produce graduates who can work with ideas and can think originally about society";
- address questions such as "why do we think what we think?; Why do we

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3. Trent University, Response to the Academic Advisory Committee of OCUA's request for Additional Information re: Trent's proposed "Methodologies" Program, December 10, 1987, pp. 1-2.

4. Letter from Mr. Robert Fulford, Saturday Night, to Dr. John Fekete, Trent University, February 10, 1987, pp. 1-2.

5. Letter from Mr. Alex Michalos, Social Indicators Research, to Dr. Robert Carter, Trent University, March 9, 1987, pp. 1-2.

think the way we think?; On what evidence do we rest our beliefs?"[6]
- meet a "need for people trained to think across disciplines";[7]
- meet a "need for a program committed to the teaching of sound methodology and rigorous analysis and self-criticism";[8] and
- provide graduates "whose knowledge and skills enable them to grasp the relations between dissimilar circumstances and situations and to weigh alternative approaches to problems".[9]

However, these societal needs could also be met by graduates of numerous programs already in existence, particularly in the disciplines of history and philosophy.

The Committee does not consider, therefore, that the University has provided sufficient evidence that graduates of this program will meet a societal need which is unique, and which is not being met by graduates of existing programs.

In the opinion of the Academic Advisory Committee, the program does not meet all of Council's funding criteria for new graduate programs. The Committee, therefore, recommends to Council that:

> enrolment in the Master of Arts program in Methodologies for the Study of Western History and Culture not be recommended by Council for funding eligibility.

Academic Advisory Committee
December 18, 1987

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6. Letter from Mr. Robert Fulford, Saturday Night, to Trent University, February 10, 1987, p. 1.

7. Letter from Mr. Alex C. Michalos, Social Indicators Research, to Trent University, March 9, 1987, p. 1.

8. Letter from Dr. T.M. Robinson, University of Toronto to Trent University, January 29, 1987.

9. Letter from Mr. Geoffrey Pearson, Executive Director, Canadian Institute for International Peace and Security, to Trent University, April 21, 1987.

Appendix F

## Graduate Diploma in Spanish Translation, University of Ottawa New Graduate Program Considered for Funding Eligibility

On July 16, 1987, the University of Ottawa requested that Council consider its new Graduate Diploma in Spanish Translation for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 20, 1985 and, at the time of appraisal, did not require any improvement.

### 2. Need

The Graduate Diploma program in Spanish Translation at the University of Ottawa is a professionally-oriented program which trains specialists in Spanish translation. The program aims to produce translators proficient in three languages: Spanish, English and French. The University requires that applicants hold either an Honours BA in Translation, with the equivalent of third-year level Spanish; an Honours BA in Spanish; or a BA, Spanish major or concentration and a B+ average on the entrance exam. All applicants are required to pass a written entrance examination in Spanish, English and French.

Information provided by the University of Ottawa suggests that a need for Spanish translation skills exists in three spheres: the Canadian private and public sectors, international organizations, and Latin American countries.

Increasing private and public sector contacts with Latin American countries have increased the need for Spanish translators in Canada. Comments provided by the University of Ottawa from the Translation Department of the Export Development Corporation (EDC) underline the fact that there is currently a dearth of Spanish translators at a time of increasing demand:

> Since EDC has business dealings with many Spanish-speaking countries, translations from Spanish to English, and to a lesser extent from English to Spanish, represent a substantial part of the Translation Department's workload.
>
> At present there are few qualified translators working from Spanish to English and French and vice versa, although there are many organizations with an ongoing need for them. It is essential that competent professionals be trained to do this work.[1]

The development of a Spanish Translation Diploma at the University of Ottawa would also help to meet the growing demand for English/French

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1. University of Ottawa, Request for Funding, Graduate Diploma Programme in Spanish Translation, University of Ottawa, July 16, 1987, attached letter from Mr. Michel Limbos, Manager, Translation Department, Export Development Corporation to Mrs. Roda Roberts, Director, School of Translators and Interpreters, University of Ottawa, July 14, 1987.

translators who are capable of handling Spanish translation when necessary.

Information provided by the University of Ottawa indicated that international organizations require all translators to have at least three working languages. Most often English, French and Spanish are the three languages required. Since existing Canadian translator training programs require graduates to have proficiency in only English and French, Canadian graduates have been ineligible for positions as translators in the international sphere. The proposed Diploma program in Spanish Translation would provide students with an opportunity to acquire the training necessary to obtain employment within the context of an international organization.

Recent Latin American symposiums on translation in Buenos Aires (1981) and Caracas (1984) identified the shortage of Spanish translators and high-quality translator training programs as a serious problem for Latin American countries, given their dependence on translation for their scientific, technical and economic development.[2]

Letters of support for this program substantiate the claim that a significant societal need, of national and international proportions, exists for a program of this type.

The University of Ottawa expects a strong student demand for this program because it is the only one of its kind in Canada. Since 1984, the School of Translators and Interpreters has received roughly thirty requests per year for information about the program. These requests have come from both Canadian students and from Spanish-speaking countries.

In 1986-87 there were four students registered in the program. For 1987-88 enrolment increased to nine students (four full-time and five part-time) and one student enrolled in a special qualifying program.[3]

The University of Ottawa has indicated that it expects to achieve a steady-state enrolment of 18 to 20 students sometime after 1992-93 if enough courses involving different language combinations are offered each year to allow Francophones, Anglophones and Hispanophones to register full-time in the program.[4]

The Academic Advisory Committee is satisfied that there is both a societal need and student demand for this Spanish Translation program.

### 3. Uniqueness

The Graduate Diploma in Spanish Translation is unique in Ontario and will be the first trilingual translation program in Canada.

The Committee is satisfied that this program meets Council's uniqueness criterion.

### 4. Aims, Objectives and Existing Strengths

The proposed program is consistent with the University of Ottawa's specialization in the fields of language, translation and linguistics. The University has one of the largest MA Spanish programs in the Province and a well-established School of Translators and Interpreters. In addition to the Graduate Diploma in Spanish Translation, the School of Translators and Interpreters offers an MA in translation and graduate diplomas in Interpreting and Legal Translation.

The University of Ottawa is an appropriate location for a Spanish

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2. Ibid., p. 1.

3. Letter from the University of Ottawa to the Ontario Council on University Affairs, September 22, 1987. p.2.

4. Ibid.

Translation program since there will be a strong local demand for graduates particularly from the Translation Bureau of the Secretary of State, and embassies representing Spanish-speaking countries from around the world.

The program is included in the University's five-year graduate plan and is consistent with the aims, objectives and existing strengths of the University of Ottawa.

**5. Funding**

The Committee, therefore, recommends to Council that:

enrolment in the Graduate Diploma in Spanish Translation at the University of Ottawa be recommended by Council for funding eligibility.

Academic Advisory Committee
October 2, 1987

Appendix G

## Masters of Studies in Law (MSL), University of Toronto New Graduate Program Considered for Funding Eligibility

On June 15, 1987, the University of Toronto requested that Council consider its new Master of Studies in Law program for funding eligibility. Council, according to established procedures, referred the program to its Academic Advisory Committee. The Committee's findings with respect to the application of Council's criteria for funding eligibility are summarized below.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program has passed a rigorous academic appraisal (July 16, 1987) and at the time of appraisal did not require any improvement. The Committee, however, notes that the approval included a request for a report on the program to be submitted by January 31, 1990 which would indicate:

> the number of applications received, the number of admissions and number of graduates
>
> and
>
> a list of all students admitted to the programme showing their educational background and academic experience, the courses taken and level of performance achieved, the research projects undertaken and research papers written and the composition of the Committee established to evaluate the research projects and papers.[1]

### 2. Need

The Master of Studies in Law program at the University of Toronto is a one-year program designed for individuals who wish to obtain greater familiarity with the law as an academic discipline but whose primary training and career ambitions are in a subject other than law. The program does not lead to professional accreditation as a practicing lawyer.[2]

The degree was designed primarily for those with career interests in academic work. It could, however, also accommodate individuals working in applied policy contexts.[3] The University indicates that candidates are expected, although not absolutely required, to have a PhD in a discipline other than law. Students will be expected to engage in inter or multi-disciplinary study. Courses will be drawn from the existing LLB curriculum. No thesis is required.

The University of Toronto argues that the professionalization of the teaching of law has severely limited the availability of legal studies for persons not committed to the full three-year LLB program.[4] Toronto

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1. University of Toronto, Request for Formula Funding for the Master of Studies in Law Program at the University of Toronto, June 15, 1987, p. 3.

2. Ibid., p. 1.

3. Ibid.

4. Ibid., p. 4.

indicates that while it is possible for graduate students enrolled in other programs to take individual courses in law faculties, there is no opportunity for the systematic study of law outside the LLB programs in Ontario or Canada with the exception of a certificate program at York University.[5]

Toronto maintains that:

> This lack of accessibility has made it difficult for scholars from disciplines other than law to develop a sophisticated appreciation of legal analysis, reasoning and research. There are, of course, a number of scholars across Canada undertaking research and writing in fields interacting with law who have been able to develop their skills without the assistance of formal training. However, it seems reasonable to assume that the potential for high quality interdisciplinary work could be enhanced if a formal training programme were available.[6]

The MSL program was reviewed by the Law Society of Upper Canada, which indicated that it met a societal need for "scholars in related disciplines to acquire a knowledge of the law and its relationship to other disciplines."[7]

The University of Toronto has imposed a maximum enrolment level of five students per year on the MSL program. Over the past two years the University has received approximately 10 inquiries about the program and 4 applications.[8] In 1986-87, the first year of the program, two students were enrolled. One student completed the degree, and one withdrew from the program "having found the requirements too demanding".[9]

In 1987-88, the second year of the program, there were no enrolments. The University of Toronto indicated:

> At this point we are not in a position to predict enrollment for years 3, 4 and 5 with any degree of reliability. However, we anticipate enrolment is likely to fluctuate between 0 and 3 students enrolled each year.[10]

For 1988-89, the University of Toronto stated:

> We anticipate that 1 or 2 students will be enrolled for the 1988/89 academic year. To-date we have already received one serious application.[11]

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5. Ibid.

6. Ibid.

7. Letter from Mr. George M. Thomson, Director of Legal Education, The Law Society of Upper Canada, to Dr. R. Sheinin, Vice-Dean, School of Graduate Studies, University of Toronto, November 10, 1987.

8. Letter from the University of Toronto to the Ontario Council on University Affairs, November 18, 1987, p. 2.

9. Ibid., p. 1.

10. Ibid., pp. 1-2.

11. Letter from the University of Toronto to the Ontario Council on University Affairs, January 18, 1988, p. 1.

Although the Academic Advisory Committee acknowledges that the University of Toronto has provided evidence of a societal need for this program, the Committee is not convinced that given the low enrolment level in 1986-87, the lack of enrolment in 1987-88, and evidence of limited demand for the program in 1988-89, that sufficient student demand exists for the MSL program.

Since, in the opinion of the Academic Advisory Committee, the proposed program does not meet all of Council's funding criteria for new graduate programs, the Committee recommends to Council that:

> enrolment in the Master of Studies in Law program at the University of Toronto not be recommended by Council for funding eligibility.

Academic Advisory Council
January 29, 1988

Appendix H

## Teaching (MA[T] and MSc[T]), McMaster University
## New Graduate Program Considered for Funding Eligibility

On May 27, 1987, McMaster University requested that Council consider its Master of Arts and Master of Science programs in Teaching for funding eligibility. Council, according to established procedures, referred these programs to its Academic Advisory Committee (AAC). The MA(T) and MSc(T) programs were previously reviewed by the Academic Advisory Committee in 1981. At that time the Committee deemed that the programs did not fully meet Council's funding criteria. The Ontario Council on University Affairs and the Minister concurred with the advice of AAC and the programs were deemed ineligible for formula support.

In May of 1987, the Chairman of OCUA was approached by McMaster University, which indicated to Council that it wished to resubmit the MA(T) - MSc(T) programs because there was new information about the programs to be considered. The Chairman of OCUA agreed to forward this new information to AAC for review. The Academic Advisory Committee felt that there indeed were new factors to be considered, and the program was considered de novo.

### 1. Academic Appraisal

The Council of Ontario Universities has certified that this program passed a rigorous academic appraisal on September 9, 1986, and, at the time of appraisal, did not require any improvements.

### 2. Need

The Master of Arts and Master of Science programs in Teaching at McMaster University were established in 1977 and have enrolled students since 1979.

Distinct from the traditional Master of Education programs, the MA(T) - MSc(T) programs are designed for qualified elementary and secondary school teachers who wish to pursue advanced, graduate-level work in their areas of teaching specialization or academic background in combination with the study of education as a discipline. The program is interdepartmental and is available in most teaching subjects.[1]

The program consists of four full graduate courses split evenly between education-oriented and subject-oriented courses, and a project consisting of written work on some aspect of a subject, on the teaching of a subject, or, the design of a curriculum package.

Program applicants require an honours BA or BSc degree or equivalent with a B standing in any subject, plus a minimum of one year of teaching experience.

McMaster indicates that the MA(T) - MSc(T) program

> ...provides teachers with the opportunity to extend and deepen their knowledge of what they teach at the same time that they engage in systematic study of how and why they teach.[2]

The University projects that the need for the program will increase as a

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1. McMaster University, Funding Request for the M.A.(T) - M.Sc.(T) Programme at McMaster University, May 27, 1987, p. 1.

2. Ibid., p. 2.

result of the introduction of the Ontario Academic Courses and efforts to make curriculum review an on-going process in Ontario. On this latter issue, McMaster notes:

> It is already recognized that this major effort will require that many teachers seek to update and improve their knowledge of the subjects which they teach. This is especially true of older teachers and of those involved in rapidly changing fields of knowledge such as science and technology. There is also a need for the University to provide continuing education for the younger generation of teachers, who will be replacing the growing number who are scheduled to retire in the coming decade.[3]

The need for programs which address the academic development of teachers at various points in their careers was also noted in the recent position paper Teacher Education in Ontario: Current Practice and Options for the Future, by Drs. M. Fullan and F.M. Connelly. This report states:

> ...teacher education to be most effective, has to be seen and valued as a university-wide, not just faculty of education, responsibility...
>
> [and that] the models for the future must engage other university departments (Mathematics, Science, Fine Arts, Computers, etc.) especially in the education and service programs.[4]

The Council of Ontario Universities endorsed this approach to teacher education and volunteered to

> commit ourselves as universities to provide new in-service programmes designed specifically to enable teachers to keep up-to-date in their fields of teaching and also improve their ability to communicate. In other words, we support the principle behind many MA(T) programmes.[5]

In terms of specific, discipline-based study, this program offers a learning opportunity which traditional Master of Education programs do not.

McMaster maintains that with negligible advertising, the strong student demand for the program since its inception is a clear indication of the need teachers have for an opportunity to enhance their knowledge and skills. The program has enrolled an average of 40 students per year since 1979. Records indicate that enrolment since 1984 has averaged 43 students per year. Ninety-five per cent of the students enrolled in these programs study on a part-time basis.[6]

McMaster University clearly dominates the other MA(T) - MSc(T)

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3. Ibid., pp. 2-3.

4. Dr. M. Fullan et al., Teacher Education in Ontario: Current Practice and Options for the Future, Position Paper., Ministry of Colleges and Universities, January 1987, p. 33, quoted in McMaster University, A Revised Proposal for the M.A.(T)/M.Sc.(T) Programme at McMaster University; A Request for Formula Funding Support, December 7, 1987, p. 2.

5. COU Circuletter, #4031, May 1987, p. 15, quoted in McMaster University, op. cit..

6. McMaster University, Funding Request for the M.A.(T) - M.Sc.(T) Programme at McMaster University, May 27, 1987, "Appendix: Enrolment Data", p. 1.

programs in Ontario, at the University of Toronto and Western, in terms of enrolment. According to the 1986 Macro-Indicator Data, McMaster had 41 part-time students enrolled, 8 of which were new admissions, while the University of Toronto had 10 part-time students enrolled including 2 new admissions, and Western had 4 part-time students with no new enrolment. For 1986, McMaster enrolled 74.5% of all graduate students in Teaching programs and recorded 80% of all new admissions in these programs in Ontario.

The University projects that demand from teachers, particularly those in the health science field and the Colleges of Applied Arts and Technology, will continue to grow since the program is not otherwise available locally.

McMaster argues that evidence of student demand and societal need for the program is further illustrated by the large number of Ontario teachers (244 in 1985) enrolled in the Master of Arts and Master of Science in Education degree programs offered in Ontario by Niagara University of New York State at seven sites in Ontario through a ministerial consent. Six of these sites (Burlington, Hamilton, Kitchener, Mississauga, Oakville and Brampton) are within one hour's drive of the McMaster campus

After consideration of the above information, the Committee is satisfied that there is substantial evidence of a continuing societal need and student demand for this program.

**3. Uniqueness**

Teaching programs at the graduate level are offered at the University of Western Ontario (MA[T]) and the University of Toronto (MA[T] and MSc[T]). In many ways these programs are similar to the McMaster programs. However, neither offers students the opportunity to study in as wide a range of subject disciplines in combination with the advanced study of education.

Given the demonstrable quality of the program, the extent of the growing societal need for it, and the continuing regional demand, the Committee believes that some degree of duplication of the teaching programs at the Universities of Western Ontario and Toronto is justifiable.

**4. Aims, Objectives, and Existing Strengths**

McMaster University offers a wide range of high quality graduate teaching and research programs in the Arts, Health Sciences, Sciences, Engineering and Business. The MA(T) - MSc(T) programs have been in place since 1977 and have been operated for almost ten years without external funding. During this decade, a faculty appointment was made specifically to the program and the University has provided faculty release time, support staff, library facilities, physical space and an operating budget for the Teaching program. As a result of the University's support for this program, the program received an "a" classification during the most recent OCGS appraisal. The Committee is convinced that McMaster University has made a serious and long-term commitment to the viability and quality of this program.

McMaster University indicates that it has developed a variety of strengths in the field of education, despite the fact that it does not have a Faculty of Education. Members of the McMaster faculty have won national and international awards as educators including the Manufacturing Chemists Association Medal for outstanding contributions to science education (1977) and the Teaching Fellowship awarded by the Society for Teaching and Learning in Higher Education and 3M Canada Inc.(1986). The University has appointed a faculty member whose academic training and professional experience is formally in education and is active in the Canadian Association for Curriculum Studies. Moreover, McMaster now involves faculty from the Ontario Institute for Studies in Education and the University

of Waterloo in the teaching of the program and intends:

> ...to build on this development and to involve other specialists from neighboring institutions in the Programme once it is funded.[7]

In addition, McMaster has developed specialist groupings of discipline faculty members in order to respond to the new needs associated with curriculum changes in Ontario. New educational offerings include courses on Critical Thinking, Problem-Solving and the Use of Computers in Education. Many projects are directed toward new Ministry of Education guidelines requiring independent study components. To develop responses to changing educational requirements, McMaster's discipline-based faculty work closely with educational specialists in the University-wide Instructional Development Centre and the Programme for Educational Development in the Faculty of Health Sciences. McMaster also supports a University-wide Teaching and Learning Committee which funds teaching innovations and curriculum development.

Liaison committees of university faculty and local teachers, which developed out of a joint professional development day held in 1985 by the University with five local boards of Education and Mohawk College, are active in the fields of English, Mathematics and Geography.

In the opinion of the Committee, McMaster University has developed, and is continuing to develop strength in the field of education appropriate to the requirements of a graduate program in Teaching.

The Committee is satisfied that the MA(T) and MSc(T) programs are consistent with the aims, objectives and existing strengths of McMaster University.

**5. Funding**

The Committee, therefore, recommends to Council that:

> enrolment in the Master of Arts and Master of Science program in Teaching at McMaster University be recommended by Council for funding eligibility.

Academic Advisory Committee
December 14, 1987

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7. McMaster University, A Revised Proposal for the M.S.(T)/M.Sc.(T) Programme at McMaster University; A Request for Formula Funding Support, December 7, 1987, p. 6.

# 87-XV Research Overheads/Infrastructure Funding Envelope Allocative Mechanism

In Advisory Memorandum 86-VII, Council recommended that a separate envelope be established for the funding of research infrastructure and overhead costs, and that, for the year 1987-88, the fund be allocated on the basis of each institution's proportionate share of the total of peer-reviewed research funding awarded by the three Federal Government granting agencies (Medical Research Council (MRC), Natural Sciences and Engineering Research Council (NSERC), and the Social Sciences and Humanities Research Council (SSHRC)) for the years 1983-84, 1984-85, and 1985-86. It was also recommended that:

> ... Council review the allocation in the upcoming year before recommending a permanent allocative mechanism for this envelope.[1]

These recommendations were accepted by the Minister.

In this memorandum Council reviews the mechanism employed to allocate funding from the research overheads/infrastructure envelope, and makes recommendations on the allocation of this envelope for 1988-89 and beyond.

**Review of the Allocative Mechanism**

As a first step in addressing this issue, Council asked universities to discuss the following questions during the 1987 Spring hearings with Council:

a) Should other sources of research funding be included in the calculation of grant share? If so, should these sources be restricted to peer-adjudicated funding?

b) By allocating research overheads/infrastructure funding in 1987-88 in proportion to each institution's direct funding from the federal granting agencies, Council does not adjust for any differences in overhead costs per dollar of direct funding which may be found among the various types of research undertaken by each university. Should the various sources of research recommended by Council, or listed by your institution, be given an equal weight for the overhead costs incurred, or, should the funding of overhead costs recognize that for certain types of sponsored research indirect costs equal a higher proportion of direct costs than for other research?

c) What is the most appropriate formulaic allocative mechanism to reflect the overhead/infrastructure costs identified?

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1. Ontario Council on University Affairs, Thirteenth Annual Report, 1986-87, p. 180.

d) Should the mechanism that is chosen adjust institutional shares for this funding envelope on an annual basis? Does the proportion of sponsored research undertaken each year by institutions vary significantly enough to require annual adjustments? Alternatively, given the possible amount and varied sources of data which must be collected, should institutional shares be adjusted on a triennial or quinquennial basis?[2]

The universities provided Council with several interesting and varied responses to these questions. Three institutions suggested that all research funding, including non-peer-adjudicated grants and contract research, should be included. Five institutions suggested that funds should be allocated on the basis of the three Federal granting councils. The remaining institutions which indicated a preference suggested that all peer-adjudicated research grants receiving no overhead funding be included.

In October 1987, after reviewing the comments made in the hearings and the institutional submissions presented to Council on this matter, the Funding Committee, on behalf of Council, reaffirmed three points made in Advisory Memorandum 86-VII:

1. The research overheads/infrastructure envelope is intended to supplement research infrastructure funding provided through formula grants and provide partial support of the overhead costs of existing sponsored research activity.
2. This envelope should be allocated on the basis of peer-adjudicated research which does not have overhead funding attached to it. Contract research should not be included. Institutions should be expected to negotiate overhead coverage before taking on contract research. If institutions do not demand adequate overhead coverage for contract research, they should not expect to use operating grants to cover the university's costs.
3. The research overheads/infrastructure envelope should not be used as "seed" money to support new research initiatives or to provide a minimum of research grants at smaller institutions since the fund was not created to serve these purposes, but rather to address inadequacies in support for the indirect or overhead costs of existing research.

Council also concluded that in using the fund to support research overhead costs, it was not practical and would be too difficult to make allowances for any differences in overhead costs per dollar of direct funding that arose from variations in the kinds of research undertaken at universities. There was insufficient evidence about differential costs to justify making distinctions. Council also decided that the allocative mechanism for the envelope should be dynamic and reflect changes in the value of research grants awarded to each institution over time. An annual calculation based on a three-year moving average of research grants was seen as an appropriate method of achieving this objective. A mechanism of this sort requires the collection of information annually, and means that information should be relatively easy to obtain, that it should be consistent, and Council should have confidence in its validity.

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2. Letter from Mrs. Marnie Paikin to the executive heads of provincially funded universities, March 10, 1987.

Council then requested that each institution submit a list of organizations which sponsored peer-adjudicated research during the years 1984-85, 1985-86, and 1986-87, and the dollar amount of sponsored research funded by each organization during that period. (See Appendix A for a summary of this information.) Council also indicated that it was considering in its final listing only those granting agencies which provide, on a province-wide basis, sufficient research funding to have a significant impact on institutional shares of the funding envelope. It was felt that it was not practical or useful to include very small granting bodies in the determination of institutional shares of an envelope of this size.

The institutional submissions revealed some significant problems related to the gathering of this information. Several institutions were unable to identify and isolate those research-sponsoring organizations which used a peer-adjudicated process. Other institutions found it difficult to isolate peer-adjudicated research grants from research contracts where an organization sponsored both forms of research activity. Consequently, the information provided by the universities contained some research funds that were not awarded through peer-adjudicated processes and some that already included an overhead component. Other problems, such as the inability of one institution to provide more that one year of data within the time-frame of the review, raised further questions about the pertinence of the research data provided by institutions.

These findings confirmed Council's belief that it was not practical to attempt to identify the total value of peer-adjudicated research grants awarded to institutions. Therefore, Council does not recommend an allocative mechanism based on total peer-adjudicated research funding, or an allocative mechanism based on the actual or estimated overhead and infrastructure costs associated with total peer-adjudicated research funding.

Instead, Council reviewed the question of whether the present allocative mechanism, based on the grants awarded by the three Federal Government research councils, should be extended to include peer-adjudicated research grants awarded by other major research-sponsoring organizations. The information submitted by institutions was compiled in order to obtain a list of research-sponsoring organizations and the amount that each contributed to research activities. (See Appendix A.) While the validity of these data should be questioned for reasons that have already been discussed, they were thought to be reasonably indicative of the relative level of research funding sponsored by each organization.

In addition to the three Federal granting agencies, Council identified thirteen organizations which could be considered major sponsors because of their level of research-sponsorship indicated by the information submitted by institutions. These were: National Cancer Institute, Heart and Stroke Foundation of Ontario, Ministry of Health (Ontario), Health and Welfare Canada, National Institutes of Health (U.S.A.), Ministry of the Environment (Ontario), Physicians Services Foundation, Ontario Mental Health Foundation, Energy, Mines and Resources Canada, Environment Canada, Ministry of Natural Resources (Ontario), Canada Council, and the Arthritis Society.

Each of the thirteen major sponsoring agencies was asked to provide the Council with details of its peer-adjudicated research grants programs, the value of grants awarded to each institution in the years 1984-85, 1985-86, and 1986-87, and confirmation that its research grants did not include a provision for overhead funding. Unfortunately, despite repeated efforts during its review, Council was unable to obtain the necessary information

from the National Institutes of Health. Council eliminated a second sponsor, the Canada Council, from the review when it was found that the organization did not operate a peer-adjudicated research sponsorship program that excluded overhead funding. Council collected and reviewed information from the remaining eleven sponsors. A summary of the grants provided to each institution by the eleven sponsors, and the grants provided by the three Federal Government research councils, is included in Appendix B of this memorandum.

While each of the eleven sponsors operated some form of peer-adjudicated research grants program, there were certain impediments to extending the list of organizations beyond the three granting councils. One sponsoring agency was unable to compile and submit the information requested by Council and several others had difficulties. Four sponsors (Health and Welfare Canada's National Health Research and Development Program, the Ministry of Natural Resources, Environment Canada, and the Ministry of the Environment) could provide Council with accurate information on grants awarded for only two years. These problems raised concerns that, at least in the case of these sponsors, it would be difficult to obtain repeatedly in future complete and consistent data as part of a permanent allocative mechanism.

One fundamental difficulty is that there is a lack of consistency in grants records. Research sponsors have different methods of reporting grants. One sponsor, for example, reports the value of research awards approved in a specific year, while others report the sum which is budgeted for a project or the amount that is actually spent on a research project in a specific year. There are also differences in the calendar year on which the research grant information is based. These discrepancies make it doubtful that an accurate base figure for the allocation of funds can be created by using such information.

Many of the sponsors also have very specific and limited goals and objectives upon which their research programs are based. The Arthritis Society, for example, will fund only research projects that relate to rheumatic diseases. Council questions the inclusion of sponsoring agencies with such a narrow focus since the envelope is intended to reflect a broad spectrum of peer-adjudicated research. Including specialized agencies in the allocative mechanism would also raise the question of the appropriate mix of such agencies because there is a wide variety of peer-adjudicated, sponsored research activities in Ontario universities.

Having noted these problems, Council went on to assess the effects of limiting further the list of granting agencies. Comparing the grants made by smaller groupings of sponsors, Council was struck by the minor variations in the proportions received by institutions. A comparison of the shares of research funds provided to institutions by the three granting councils with the shares provided by the five largest sponsoring agencies and all fourteen sponsoring agencies (the three granting councils plus the eleven other agencies) revealed that the largest change in percentage share was 1.53%. Since the three granting councils accounted for 85% of the research sponsored by the fourteen sponsoring agencies, and since the five largest sponsoring agencies accounted for 92%, it was not surprising that there were only minor variations in the percentage shares. Council noted that eight of the fourteen agencies, and three of the top five, were primarily concerned with medical research. The Medical Research Council alone accounted for 35% of the funds provided by the three Federal councils. In view of all these considerations, including the practical

difficulties and the specific nature of many sponsoring agencies, Council concluded that it would not be advisable to expand the current allocative mechanism beyond the three Federal councils.

**Summary and Recommendations**

Council believes that the best method of allocating the research overheads/infrastructure envelope is the one already in use. Council does not wish to suggest that research funding from other major sponsors is less peer-adjudicated or is less appropriate within the context of university research activities, but given the practical difficulties and the question of the appropriate mix of organizations that should be included within the allocative mechanism, and noting the specialized nature of many major sponsors, Council recommends that the list should not be expanded beyond the three Federal granting councils.

Council is confident that the research grants awarded by these bodies are peer-adjudicated and do not include an overhead component. Council is also convinced that the grants awarded by the three Federal research councils represent a reasonable mix of research activities and that an allocative mechanism based on them is practical. Finally, Council believes that the process of using a three-year moving average of research council grants, calculated annually, is a dynamic mechanism reflecting change over time.

Accordingly, Council *recommends to the Minister:*

*OCUA 87-78*
*ALLOCATIVE MECHANISM FOR THE RESEARCH OVERHEADS/INFRASTRUCTURE FUNDING ENVELOPE.*

*THAT* the Research Overheads/Infra- structure Envelope be allocated on the basis of each institution's proportionate share of the total of peer-adjudicated research funding awarded to Ontario universities by the Medical Research Council, the Natural Sciences and Engineering Research Council, and the Social Sciences and Humanities Research Council, calculated annually using a three-year moving average, commencing in 1988-89 with the years 1984-85, 1985-86, and 1986-87 and advancing by one year each year thereafter.

Table 1 indicates the allocation of grants by institutions for the year 1988-89.

Council notes that the Federal government has recently announced its intention to increase the amount of funding available to the three granting councils. If this development occurs, Council may wish to consider recommending an increase in the amount of funds in the research overheads/infrastructure envelope to support the expansion in research activity.

Paul Fox,
Chairman

February 19, 1988

Table 1

**Allocation of Research Overheads/Infrastructure Funding Envelope 1988-89**

| Institution | Average Total Research Grants From the Three Federal Research Councils [1] | 1988-89 Research Overheads/ Infrastructure Allocation [2] |
|---|---|---|
| Brock | $ 808,100 | $ 159,000 |
| Carleton | 4,954,065 | 975,000 |
| Guelph | 9,041,838 | 1,780,000 |
| Lakehead | 776,826 | 153,000 |
| Laurentian | 351,704 | 69,000 |
| Algoma | 1,898 | 0 |
| Nipissing | 0 | 0 |
| Hearst | 0 | 0 |
| McMaster | 15,589,934 | 3,069,000 |
| Ottawa | 7,852,506 | 1,546,000 |
| Queen's | 10,775,456 | 2,121,000 |
| Toronto | 46,797,707 | 9,213,000 |
| Trent | 569,202 | 112,000 |
| Waterloo | 13,266,249 | 2,612,000 |
| Western | 14,753,351 | 2,905,000 |
| Wilfrid Laurier | 237,170 | 47,000 |
| Windsor | 2,325,694 | 458,000 |
| York | 4,186,253 | 824,000 |
| O.I.S.E. | 418,177 | 82,000 |
| Total | $ 132,706,130 | $ 26,125,000 |

1. Calculated by finding the average of the total annual awards to each institution based on the years 1984-85, 1985-86, and 1986-87. Only peer-adjudicated research grants that did not include overhead funding were included. The three granting councils are MRC, NSERC, and SSHRC.

2. Calculated by determining each institution's proportionate share of the total of peer-adjudicated research funding awarded to Ontario universities by the three granting councils.

Appendix A

**Average Annual Research Grants to Ontario Universities by Sponsoring Agency**

**For the Years 1984-85, 1985-86, and 1986-87**

| | Organization | Average Grants Per Year |
|---|---|---|
| 1. | Natural Sci. and Eng. Reasearch Council | $81,099.408 |
| 2. | Medical Research Council | 45,966,370 |
| 3. | National Cancer Institute | 9,274,858 |
| 4. | Heart and Stroke Foundation of Ontario | 7,973,574 |
| 5. | Ministry of Health | 6,291,470 |
| 6. | Social Sciences and Hum. Research Council | 5,640,354 |
| 7. | Health and Welfare | 3,958,040 |
| 8. | National Institute of Health (U.S.A.) | 3,639,523 |
| 9. | Ministry of the Environment | 2,308,803 |
| 10. | Physicians' Services Foundation | 1,531,978 |
| 11. | Ontario Mental Health Foundation | 1,321,842 |
| 12. | Canadian Arthritis Society | 1,101,582 |
| 13. | Ministry of Natural Resources | 941,012 |
| 14. | Energy Mines and Resources | 936,882 |
| 15. | Environment Canada | 926,381 |
| 16. | Canada Council | 871,275 |
| 17. | Ontario Cancer Treatment and Research | 727,105 |
| 18. | Employment and Immigration | 627,691 |
| 19. | Canadian Heart Foundation | 606,880 |
| 20. | Canadian Diabetes Association | 599,345 |
| 21. | Addiction Research Foundation | 559,004 |
| 22. | Secretary of State | 553,728 |
| 23. | Toronto Hospital for Sick Children | 547,123 |
| 24. | Ministry of Colleges and Universities | 542,195 |
| 25. | Ministry of Labour | 516,293 |
| 26. | Muscular Dystrophy Association of Canada | 503,894 |
| 27. | Institute of Particle Physics | 461,974 |
| 28. | CIDA/ICDS | 384,389 |
| 29. | Ministry of Community and Social Services | 375,556 |
| 30. | Killam Program | 371,165 |
| 31. | Canadian Forestry Service | 356,667 |
| 32. | Agriculture Canada | 350,251 |
| 33. | National Cancer Institute (U.S) | 345,259 |
| 34. | International Energy Agency | 343,626 |
| 35. | Multiple Sclerosis Society | 340,573 |
| 36. | Kidney Foundation of Canada | 324,882 |
| 37. | Donner Canadian Foundation | 322,465 |
| 38. | Canadian Liver Foundation | 308,791 |
| 39. | Law Foundation of Ontario | 272,917 |
| 40. | Canadian Cystic Fibrosis Foundation | 271,160 |
| 41. | IDRC | 256,040 |
| 42. | World Wildlife Foundation | 238,907 |

| | Organization | Average Grants Per Year |
|---|---|---|
| 43. | Ministry of Northern Development | $225,920 |
| 44. | R. Samual McLaughlin Foundation | 219,833 |
| 45. | Juvenile Diabetes Foundation | 215,218 |
| 46. | Gerontology Research Council of Ontario | 208,853 |
| 47. | National Sanitarium Association | 200,000 |
| 48. | Canadian Foundation of Ilietis & Colitis | 181,936 |
| 49. | Ontario Lung Association | 178,964 |
| 50. | Cancer Research Society | 174,763 |
| 51. | Ford Foundation | 150,631 |
| 52. | Retinitis Pigmentosa Foundation of Canada | 143,034 |
| 53. | Canadian Association of Animal Breeders | 140,446 |
| 54. | Canadian Red Cross Society | 132,385 |
| 55. | Ontario Pork Producers | 131,765 |
| 56. | Indian & Northern Affairs | 123,809 |
| 57. | Canadian Veterinary Research Trust | 106,619 |
| 58. | Canadian Geriatric Research Society | 100,023 |
| 59. | Ministry of Transport and Communications | 99,828 |
| 60. | Alfred P. Sloan Foundation (U.S.) | 79,998 |
| 61. | Ontario Racing Commission | 78,460 |
| 62. | J.P. Bickel Foundation | 76,801 |
| 63. | Ontario Milk Marketing Board | 76,147 |
| 64. | Kellogg Salada Canada Incorporated | 73,078 |
| 65. | Human Nutrition Research of Ontario | 68,139 |
| 66. | Industry, Trade and Technology | 68,000 |
| 67. | Easter Seal Research | 67,156 |
| 68. | Counselling Foundation of Canada | 63,000 |
| 69. | Ontario Egg Producers | 60,720 |
| 70. | Ontario Cattlemen's Association | 60,628 |
| 71. | Canadian Institute for Advanced Research | 58,363 |
| 72. | March of Dimes | 55,433 |
| 73. | Institute for Computer Research (U.W.) | 51,867 |
| 74. | External Affairs Department | 51,028 |
| 75. | Wildlife Toxicology Fund | 50,000 |
| 76. | U.S. Dept. of Health | 48,737 |
| 77. | Japan Foundation | 48,335 |
| 78. | Department of National Defence | 48,000 |
| 79. | SSHRC General Research Grant | 47,252 |
| 80. | Ministry of Energy | 43,467 |
| 81 | Semex Canada | 43,173 |
| 82. | Geoscience Program | 43,102 |
| 83. | Banting Research Foundation | 41,287 |
| 84. | Ministry of Industry and Tourism | 40,730 |
| 85. | Holstein-Friesan Association of Canada | 39,133 |
| 86. | Society for Marine Mammology | 38,134 |
| 87. | NNational Research Council | 36,632 |
| 88. | Leukaemia Research Foundation | 36,398 |
| 89. | Ontario Soya Bean Growers | 35,404 |
| 90. | National Science Foundation | 34,152 |

| | Organization | Average Grants Per Year |
|---|---|---|
| 91. | Fitness and Amateur Sport | $32,344 |
| 92 | Imperial Oil Ltd. | 30,777 |
| 93. | Ontario Bean Producers | 30,205 |
| 94. | Population Council | 29,264 |
| 95. | Canadian Optometric Education Fund | 28,717 |
| 96. | Canada Packers | 28,100 |
| 97. | Laidlaw Foundation | 25,933 |
| 98. | Amyotrophic Lateral Sclerosis | 25,884 |
| 99. | Fisheries and Oceans Canada | 25,819 |
| 100. | Ontario Economic Council | 25,533 |
| 101. | Muscular Dystrophy Association of Ontario | 25,000 |
| 102. | Canadian Institute for Int'l Peace and Security | 23,719 |
| 103. | Dalhousie Institute | 23,517 |
| 104. | Heinz | 22,622 |
| 105. | Labour Canada | 22,567 |
| 106. | National Institute of Nutrition. (U.S.A.) | 22,375 |
| 107. | American Paralysis Association | 22,333 |
| 108. | Physiotherapy Foundation of Canada | 22,235 |
| 109. | Ontario Thoracic Society | 21,035 |
| 110. | Ontario Legal Aid Plan | 20,378 |
| 111. | National Retinitis Pigmentosa | 19,136 |
| 112. | Hannah Institute of History Medicine | 17,849 |
| 113. | Muscular Dystrophy Association of America | 17,667 |
| 114. | Alcoholism and Drug Addiction | 17,086 |
| 115. | American Chemical Society | 17,033 |
| 116. | Atkinson Charitable Foundation | 16,738 |
| 117. | IDEA Corporation | 16,667 |
| 118. | Foundation Western | 14,550 |
| 119. | Con Smythe Research Foundation | 13,511 |
| 120. | American Institute for Cancer Research | 13,390 |
| 121. | James Picker Foundation | 13,220 |
| 122. | Parkinson Foundation of Canada | 13,000 |
| 123. | Asia Pacific Foundation of Canada | 11,433 |
| 124. | Potash and Phosphate Institute | 11,284 |
| 125. | Research Corporation - U.S. | 11,069 |
| 126. | Ontario Vegetable Growers | 9,574 |
| 127. | Canadian Lung Association | 9,100 |
| 128. | E.P. Taylor Equine Research | 8,826 |
| 129. | Cecil Delworth Foundation | 8,554 |
| 130. | Statler Foundation | 8,310 |
| 131. | Great Lakes Fishery Commission | 8,297 |
| 132. | Alzheimer Society of Canada | 7,650 |
| 133. | Ministry of Consumer and Commercial Relations | 7,119 |
| 134. | Secretary of State (Multiculturalism) | 7,067 |
| 135. | Ontario Lupus Association | 6,958 |
| 136. | Canadian Sportsman's Fund | 6,435 |
| 137. | Ontario-Quebec Exchange Program | 6,067 |
| 138. | Canadian Fitness and Lifestyle Institute | 5,732 |
| 139. | International Joint Commission | 5,333 |

| | Organization | Average Grants Per Year |
|---|---|---|
| 140. | Rockefeller Foundation | $5,000 |
| 141. | Ontario Association of Animal Breeders | 4,948 |
| 142. | Alcoholic Beverage Medical Research Foundation | 4,767 |
| 143. | Canadian Commonwealth Scholarship | 4,667 |
| 144. | W.T. Grant Foundation | 4,412 |
| 145. | World Health Organization | 4,329 |
| 146. | Department of Justice | 4,233 |
| 147. | National Centre for Management R&D (USO) | 4,167 |
| 148. | Canadian Institute for Th. Astrophysics | 4,000 |
| 149. | Canadian National Sports Fund | 4,000 |
| 150. | NATO | 3,839 |
| 151. | Woods Hole Oceanographic | 3,333 |
| 152. | Alberta Heritage Foundation | 3,329 |
| 153. | Association of Canadian Univ./Northern Studies | 3,000 |
| 154. | Ontario Deafness Research Foundation | 2,679 |
| 155. | Canadian Law Information | 2,667 |
| 156. | Weston Research Centre | 2,578 |
| 157. | British Medical Research | 2,400 |
| 158. | Gore and Storrie | 2,383 |
| 159. | Max. Bell Foundation | 2,333 |
| 160. | IEEE | 2,100 |
| 161. | NHRDP | 1,667 |
| 162. | Centre for Research Studies/Queens University | 1,627 |
| 163. | Hatch Charitable Foundation | 833 |
| 164. | Institute for International Studies | 619 |
| 165. | Royal Canadian Geographic Society | 583 |
| 166. | Canadian Association of Latin & American Studies | 500 |
| 167. | Jet Propulsion Laboratory | 317 |
| 168. | London Regional Cancer Centre | 100 |

Note: Figures were obtained from university submissions, except for MRC, NSERC, and SSHRC, where information was obtained from each granting council. Research grant totals include non-per-adjudicated research grants, contract research grants, and grants which include overhead funding, in those cases where universities were unable to isolate specific peer-adjudicated research grants. University of Toronto figures do not include the years 1984-85 and 1985-86, and include only organizations sponsoring more than $100,000 in research. Univeristy of Ottawa figures include only those organizations sponsoring more than $50,000 in research.

Table 1

**Average Annual Research Grants to Ontario Universities from Major Sponsoring Agencies**

($)

| University | NSERC | MRC | Heart and Stroke Found. | SSHRC | Health and Welfare Canada | National Cancer Institute | Ministry of Health (Ontario) | Ministry of the Environment (Ontario) | Physicians Services Inc. | Arthritis Society | Ontario Mental Health Found. | Ministry of Natural Resources | Energy, Mines and Resources | Environment Canada | TOTAL |
|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|---|
| Brock | 727,207 | 0 | 0 | 80,893 | 674 | 31,230 | 0 | 90,000 | 0 | 0 | 0 | 3,750 | 1,017 | 0 | 934,771 |
| Carleton | 4,372,805 | 237,637 | 14,368 | 343,623 | 89,920 | 0 | 2,043 | 0 | 0 | 0 | 32,519 | 0 | 53,400 | 9,000 | 5,155,315 |
| Guelph | 8,397,773 | 431,516 | 72,462 | 212,549 | 76,834 | 194,116 | 0 | 237,135 | 0 | 21,217 | 0 | 158,052 | 13,667 | 37,000 | 9,852,321 |
| Lakehead | 769,677 | 0 | 0 | 7,149 | 0 | 0 | 0 | 45,000 | 0 | 0 | 0 | 90,332 | 9,433 | 0 | 921,592 |
| Laurentian | 332,643 | 0 | 0 | 19,061 | 46,898 | 0 | 0 | 0 | 0 | 0 | 0 | 4,500 | 5,033 | 0 | 408,135 |
| Algoma | 0 | 0 | 0 | 1,898 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 1,898 |
| Nipissing | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| Hearst | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 |
| McMaster | 8,851,653 | 6,240,673 | 1,466,872 | 497,608 | 795,378 | 950,034 | 1,109,127 | 49,250 | 362,449 | 66,193 | 235,106 | 14,500 | 71,491 | 3,000 | 20,713,335 |
| Ottawa | 4,466,734 | 2,970,450 | 499,685 | 415,322 | 303,208 | 256,778 | 53,167 | 15,000 | 101,500 | 51,856 | 118,273 | 10,000 | 31,033 | 0 | 9,293,006 |
| Queen's | 5,190,980 | 4,047,450 | 457,311 | 537,026 | 200,293 | 299,217 | 102,119 | 49,900 | 138,731 | 159,616 | 104,207 | 25,000 | 95,387 | 0 | 12,407,321 |
| Toronto | 21,481,306 | 23,925,140 | 3,153,033 | 1,391,262 | 1,749,067 | 1,406,355 | 394,743 | 381,850 | 272,748 | 609,255 | 374,460 | 184,801 | 130,727 | 76,500 | 55,531,246 |
| Trent | 386,362 | 43,208 | 0 | 139,631 | 0 | 0 | 0 | 9,400 | 0 | 0 | 0 | 7,300 | 0 | 8,500 | 594,402 |
| Waterloo | 12,443,637 | 312,588 | 92,193 | 510,025 | 173,987 | 0 | 32,000 | 312,750 | 0 | 0 | 24,060 | 44,293 | 54,370 | 14,650 | 14,014,553 |
| Western | 6,539,639 | 7,648,782 | 1,731,115 | 564,930 | 373,256 | 353,808 | 124,130 | 109,415 | 403,974 | 148,456 | 153,441 | 11,500 | 29,537 | 0 | 18,191,982 |
| W.L.U. | 193,020 | 0 | 0 | 44,150 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 237,170 |
| Windsor | 2,278,194 | 0 | 25,171 | 47,500 | 4,016 | 22,038 | 0 | 181,950 | 0 | 0 | 9,011 | 10,000 | 2,000 | 0 | 2,579,881 |
| York | 3,660,727 | 108,925 | 19,544 | 416,601 | 37,387 | 110,454 | 0 | 196,700 | 16,667 | 0 | 0 | 27,773 | 16,165 | 84,250 | 4,695,193 |
| O.I.S.E. | 7,051 | 0 | 0 | 411,126 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 0 | 418,177 |
| Total | 81,099,408 | 45,966,370 | 7,531,755 | 5,640,354 | 3,850,916 | 3,624,030 | 1,817,328 | 1,678,350 | 1,296,069 | 1,056,593 | 1,051,077 | 591,886 | 513,260 | 232,900 | 155,950,296 |

Notes:
1. All figures represent information provided by granting organizations.
2. Grant information is based on a three-year average for the years 1984-85, 1985-86, and 1986-87, except Health and Welfare Canada (NHRDP), the Ministry of the Environment (Ontario), Ministry of Natural Resources, and Environment Canada which are based on a two-year average.

Table 2

**Analysis of Research Grants Awarded by Major Sponsoring Agencies**

($)

| University | Total for Three Councils [1] | Percentage Share of Total | Total for Top Five Organizations [2] | Percentage Share of Total | Total for Fourteen Organizations [3] | Percentage Share of Total |
|---|---|---|---|---|---|---|
| Brock | 808,100 | 0.61% | 808,774 | 0.56% | 934,771 | 0.60% |
| Carleton | 4,954,065 | 3.73% | 5,058,352 | 3.51% | 5,155,315 | 3.31% |
| Guelph | 9,041,838 | 6.81% | 9,191,133 | 6.38% | 9,852,321 | 6.32% |
| Lakehead | 776,826 | 0.59% | 776,826 | 0.54% | 921,592 | 0.59% |
| Laurentian | 351,704 | 0.27% | 398,602 | 0.28% | 408,135 | 0.26% |
| Algoma | 1,898 | 0.00% | 1,898 | 0.00% | 1,898 | 0.00% |
| Nipissing | 0 | 0.00% | 0 | 0.00% | 0 | 0.00% |
| Hearst | 0 | 0.00% | 0 | 0.00% | 0 | 0.00% |
| McMaster | 15,589,934 | 11.75% | 17,852,184 | 12.39% | 20,713,335 | 13.28% |
| Ottawa | 7,852,506 | 5.92% | 8,655,399 | 6.01% | 9,293,006 | 5.96% |
| Queen's | 10,775,456 | 8.12% | 11,433,060 | 7.93% | 12,407,321 | 7.96% |
| Toronto | 46,797,707 | 35.26% | 51,699,807 | 35.88% | 55,531,246 | 35.61% |
| Trent | 569,202 | 0.43% | 569,202 | 0.40% | 594,402 | 0.38% |
| Waterloo | 13,266,249 | 10.00% | 13,532,430 | 9.39% | 14,014,553 | 8.99% |
| Western | 14,753,351 | 11.12% | 16,857,722 | 11.70% | 18,191,982 | 11.67% |
| W.L.U. | 237,170 | 0.18% | 237,170 | 0.16% | 237,170 | 0.15% |
| Windsor | 2,325,894 | 1.75% | 2,354,882 | 1.63% | 2,579,881 | 1.65% |
| York | 4,186,253 | 3.15% | 4,243,184 | 2.94% | 4,695,193 | 3.01% |
| O.I.S.E. | 418,177 | 0.32% | 418,177 | 0.29% | 418,177 | 0.27% |
| Total | 132,706,130 | 100.00% | 144,088,802 | 100.00% | 155,950,296 | 100.00% |

1. The three granting councils are NSERC, MRC, and SSHRC.
2. The top five organizations include the three granting councils, Heart and Stroke Foundation, and Health and Welfare Canada.
3. The top fourteen organizations include the top five, Ministry of Health, National Cancer Institute, Ministry of the Environment, Physicians Services Inc., Arthritis Society, Ontario Mental Health Foundation, Ministry of Natural Resources, Energy, Mines and Resources Canada, and Environment Canada.

Note:
All figures are calculated using the annual average of grants awarded in the years 1984-85, 1985-86, and 1986-87. Some organizations were able to provide information for only two years.

# OCUA Public Meetings 1987-88

# OCUA Public Meetings 1987-88

| Date | Location and Participants |
|---|---|
| April 3, 1987 | **University of Waterloo, Waterloo**<br>Wilfrid Laurier University<br>University of Waterloo<br>University of Windsor<br>University of Western Ontario |
| May 1, 1987 | **Queen's Park, Toronto**<br>Council of Ontario Universities |
| May 8, 1987 | **University of Guelph, Guelph**<br>University of Guelph<br>McMaster University<br>Brock University<br>Ontario Confederation of University Faculty Associations |
| May 15, 1987 | **Nipissing College, North Bay**<br>Lakehead University<br>Laurentian University<br>Algoma University College<br>Hearst University College<br>Nipissing University College |
| May 21, 1987 | **Ontario College of Art, Toronto**<br>Ontario College of Art<br>Ontario Federation of Students<br>Ontario Institute for Studies in Education<br>Trent University |
| May 22, 1987 | **University of Toronto, Toronto**<br>Ryerson Polytechnical Institute<br>University of Toronto<br>York University<br>Confederation of University Staff Associations |
| June 5, 1987 | **University of Ottawa**<br>Carleton University<br>University of Ottawa<br>Queen's University |

# OCUA Recommendations and Government Responses, 1987-88

# OCUA Recommendations and Government Responses, 1987-88

| Recommendation | Title | Response |
|---|---|---|
| | **Advisory Memorandum 87-I** | |
| 87-1 | Differentiation Grants for Trent University 1987-88 | Accepted |
| 87-2 | Northern Ontario Grants 1987-88 | Accepted |
| 87-3 | Bilingualism Grants 1987-88 | Accepted |
| 87-4 | Institutional Formula Fee Rate 1987-88 | Accepted |
| 87-5 | Institutional Weight Adjustment Grants | Accepted |
| 87-6 | Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1987-88 | Accepted |
| 87-7 | Enrolment/Accessibility Adjustments Grants 1987-88 | Accepted |
| 87-8 | Research Overheads/Infrastructure Grants 1987-88 | Accepted |
| 87-9 | Formula Grant Allocation for 1987-88 | Accepted |
| | **Advisory Memorandum 87-II** | |
| 87-10 | Master of Arts in Education Concentration in Community College Education at Central Michigan University | Accepted |
| 87-11 | Doctor of Philosophy at the Free University of Amsterdam in Co-operation with the Institute for Christian Studies in Toronto | Accepted |
| 87-12 | Master of Science in Manufacturing Management at GMI Engineering and Management Institute | Accepted |
| 87-13 | Master of Science in Education Specializing in Outdoor Education at Northern Illinois University | Accepted |
| 87-14 | Bachelor of Science in Computer Information Systems at DeVry Institute of Technology | Accepted |
| 87-15 | Bachelor of Science in Electronics Engineering Technology at DeVry Institute of Technology | Accepted |
| 87-16 | Bachelor of Arts in Bible/Theology by correspondence from the International Correspondence Institute | Not Accepted |
| 87-17 | Master of Special Education Interdisciplinary Special Education Concentration, at Southern Connecticut State University | Accepted |
| | **Advisory Memorandum 87-III** | |
| 87-18 | Interim Funding Mechanism for Accessibility Envelope to recognize Increased Accessibility in 1987-88 | Accepted |
| | **Advisory Memorandum 87-IV** | |
| 87-19 | Allocation of Positions under Years 2 Through 5 of the Faculty Renewal Program | Accepted |
| 87-20 | Faculty Renewal Program Reporting Requirements | Accepted |
| 87-21 | Changes to Approved Positions under the Faculty Renewal Program | Accepted |

| Recommendation | Title | Response |
|---|---|---|
| | **Advisory Memorandum 87-V** | |
| 87-22 | Special Northern Ontario Grants 1987-88 | Accepted |
| 87-23 | Institutional Reporting of Expenditures of Special Northern Ontario Grants for 1987-88 | Accepted |
| | **Advisory Memorandum 87-VI** | |
| 87-24 | The Comparable Academic Standards to be met by the all Non-Canadian Institutions requesting ministerial consent pursuant to the Degree Granting Act | Not Accepted |
| 87-25 | Criteria for reviewing all requests from Non-Canadian Institutions for Ministerial Consent pursuant to the Degree Granting Act | Not Accepted |
| 87-26 | Mechanism for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for Graduate Degree programs | Not Accepted |
| 87-27 | Mechanism for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for undergraduate programs | Not Accepted |
| 87-28 | Criteria for reviewing requests from institutions outside Canada for Ministerial Consent pursuant to the Degree Granting Act for Theological or Religious Degree programs | Not Accepted |
| 87-29 | Criteria for reviewing requests from out-of-province Canadian institutions for Ministerial Consent pursuant to the Degree Granting Act | Not Accepted |
| | **Advisory Memorandum 87-VII** | |
| 87-30 | Program Adjustments Grants 1987-88 | Accepted |
| 87-31 | Eligible activities funded under the Program Adjustments Envelope, 1987-88 | Accepted |
| | **Advisory Memorandum 87-VIII** | |
| 87-32 | Government operating grants for 1988-89 to meet the cost of Council's basic objectives in funding provincially-assisted universities and their affiliated colleges, Ryerson Polytechnical Institute, the Ontario Institute for Studies in Education, the Ontario College of Art, and Dominican College | Not Accepted |
| 87-33 | Formula fee rates for 1988-89 to meet the cost of Council's basic objectives | Not Accepted |
| 87-34 | Level of support for major repairs, renovations, alterations and replacement projects in 1988-89 for the cyclical renewal of the existing capital stock | Not Accepted |
| 87-35 | Additional funding for the costs associated with cooperative education, institutional differentiation at Trent University, Northern Ontario institutions, Accessibility for Underrepresented groups, and Algoma College for 1988-89 | Not Accepted |
| 87-36 | Funding for 1988-89 for the Bar Admission Course | Not Accepted |
| 87-37 | Level of support for Deferred Maintenance of physical plant | Not Accepted |

| Recommendation | Title | Response |
|---|---|---|
| | **Advisory Memorandum 87-IX** | |
| 87-38 | Ontario Graduate Scholarship Stipends 1988-89 | Not Accepted |
| 87-39 | Number of Ontario Graduate Scholarships for 1988-89 | Not Accepted |
| 87-40 | Allocation of Institutional Awards | Accepted |
| 87-41 | Ontario Graduate Scholarships to Persons on Student Visas | Accepted |
| | **Advisory Memorandum 87-X** | |
| 87-42 | Amendment to the Ryerson Polytechnical Institute Act of 1977 regarding degree designations | Partially Accepted |
| 87-43 | Process to review and approve changes in Degree designations of existing programs offered by Ryerson Polytechnical Institute | Accepted |
| 87-44 | Process to review and approve new degree designations of new programs to be offered by Ryerson Polytechnical Institute | Accepted |
| | **Advisory Memorandum 87-XI** | |
| 87-45 | Objectives of the Program Adjustments Fund | Accepted |
| 87-46 | Eligible Activities funded under the Program Adjustments Envelope | Accepted |
| 87-47 | Eligible expenditures under the Program Adjustments Envelope | Accepted |
| 87-48 | Process for review of Program Adjustments Proposals | Accepted |
| | **Advisory Memorandum 87-XII** | |
| 87-49 | Eligibility of Enrolment in the Honours Bachelor of Arts program in Classical Studies (Languages option) at the University of Waterloo for funding purposes in 1988-89 | Accepted |
| 87-50 | Eligibility of enrolment in the Honours Bachelor of Arts program in Communication at the University of Ottawa for funding purposes in 1988-89 | Accepted |
| 87-51 | Eligibility of enrolment in the Honours Bachelor of Arts program in Comparative Literature and Literary theory at McMaster University for funding purposes in 1988-89 | Accepted |
| 87-52 | Eligibility of enrolment in the Bachelor of Applied Science major Honours program in Gerontology at the University of Guelph for funding purposes in 1988-89 | Accepted |
| 87-53 | Eligibility of Enrolment in the Honours Bachelor of Science program in Kinesiology at Laurentian University for funding purposes in 1988-89 | Accepted |
| 87-54 | Eligibility of Enrolment in the Honours Bachelor of Arts program in Modern Languages and Linguistics at McMaster University for funding purposes in 1988-89 | Accepted |
| 87-55 | Eligibility of Enrolment in the Specialized Honours Bachelor of Arts Program in Music at the University of Guelph for funding purposes in 1988-89 | Accepted |
| 87-56 | Eligibility of Enrolment in the Specialized Honours Bachelor of Science program in Nutritional Sciences at the University of Guelph for funding purposes in 1988-89 | Accepted |

| Recommendation | Title | Response |
|---|---|---|
| 87-57 | Eligibility of Enrolment in the Bachelor of Applied Science program in Computer Engineering at the University of Ottawa for funding purposes in 1988-89 | Accepted |
| 87-58 | Eligibility of Enrolment in the Bachelor of Health Science programs in Occupational Therapy Physical Therapy at McMaster University for funding purposes in 1988-89 | Accepted |
| 87-59 | Eligibility of Enrolment in the Bachelor of Science program in Post RN (Nursing) at the University of Ottawa for funding purposes in 1988-89 | Accepted |
| | **Advisory Memorandum 87-XIII** | |
| 87-60 | Differentiantion Grant for Trent University 1988-89 | Accepted |
| 87-61 | Northern Ontario Grants 1988-89 | Accepted |
| 87-62 | Special North Ontario Grants 1988-89 | Accepted |
| 87-63 | Bilingualism Grants 1988-89 | Accepted |
| 87-64 | Undesignated Special French Language funding for 1988-89 | Accepted |
| 87-65 | Institutional Formula Fee Rates 1988-89 | Accepted |
| 87-66 | Institutional Weight Adjustment Grants 1988-89 | Accepted |
| 87-67 | Grant to the Law Society of Upper Canada on behalf of the Bar Admission Course 1988-89 | Accepted |
| 87-68 | Formula Grant Allocation 1988-89 | Accepted |
| | **Advisory Memorandum 87-XIV** | |
| 87-69 | Eligibility of Enrolment in the Master of Agriculture Program at the University of Guelph for funding purposes in 1988-89 | Accepted |
| 87-70 | Eligibility of Enrolment in the Master of Science program in Computer Science at the University of Guelph for Funding purposes in 1988-89 | Accepted |
| 87-71 | Eligibility of Enrolment in the Master of Health Science program in Clinical Biochemistry at the University of Toronto for funding purposes in 1988-89 | Accepted |
| 87-72 | Eligibility of Enrolment in the Doctor of Philosophy Program in Industrial Relations at the University of Toronto for funding purposes in 1988-89 | Accepted |
| 87-73 | Eligibility of Enrolment in the Master of Arts program in Methodologies for the Study of Western History and Culture at Trent University for funding purposes in 1988-89 | Accepted |
| 87-74 | Eligibility of Enrolment in the Graduate Diploma program in Spanish Translation at the University of Ottawa for Funding purposes in 1988-89 | Accepted |
| 87-75 | Eligibility of Enrolment in the Master of Studies in Law program at the University of Toronto for funding purposes in 1988-89 | Accepted |
| 87-76 | Eligibility of Enrolment in the Master of Arts and Master of Science programs inTeaching at McMaster University for funding purposes in 1988-89 | Accepted |

| Recommendation | Title | Response |
|---|---|---|
| 87-77 | Eligibility of Enrolment in the Master of Arts program in Classics at Carleton University and the Master of Archictecture program at the University of Toronto for funding purposes | Accepted |
| | **Advisory Memorandum XV** | |
| 87-78 | Allocative Mechanism for the Research Overheads/ Infrastructure Funding Envelope | Accepted |

# Response to Advisory Memorandum 87-III

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Mrs. Marnie Paikin
Chairman
Ontario Council on University
Affairs
7th Floor, 700 Bay Street
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M5G 126

Dear Mrs. Paikin:

I would like to thank the members of the Ontario Council on University Affairs for the advice contained in Advisory Memorandum 87-III, "The On-going Accessibility Envelope for 1987-88".

I am pleased to advise you that, the accessibility envelope will recognize incremental enrolment growth for 1987-88 by funding in 1988-89 the positive difference between each institution's 1987-88 BIUs less its 1986-87 BIUs at a rate equal to the 1988-89 Base BOI per Base BIU, less the formula fees associated with the incremental enrolment. These BIUs and associated formula fees will not be included in an institution's moving average count in the basic grants envelope. This approach is identical to that recommended by the council except that funding will be based on growth in <u>total</u> BIUs rather just <u>undergraduate</u> BIUs.

I believe this approach to be an appropriate response to the existing situation. The funding of the flow-through of students which has resulted from increased intake and retention from previous years effectively deals with a number of transitional issues associated with the basic grants envelope component of the new formula and should, therefore, ensure that institutions are in a position to respond positively to the increase in applications for September, 1987.

As these transitional issues apply equally to graduate and undergraduate programs, I believe it would not be appropriate to treat them differently under the accessibility envelope.

I note council's concern that the accessibility envelope, designed to encourage enrolment growth, may have the effect of promoting competition for enrolment, an effect of the old formula which the council intended to remedy through the basic grants envelope. I believe, however, that the increase in applications for September 1987 and the impending OS:IS impact has created an environment quite different from that to which the council was reacting when it formulated the advice in Advisory Memorandum 86-VII. The government is committed to enhanced accessibility to university education and is willing to provide the necessary funding to ensure that this commitment will not impact negatively on its intention to provide adequate base funding through the basic operating grants envelope.

I would also like to indicate my agreement with the council's view that final decisions related to the longer term operation of this envelope require more precise information with respect to the impact of the OS:IS cohorts in future years. I will, therefore, reserve judgement on such matters as the need for current-year as opposed to slip-year funding of incremental enrolment growth in 1988-89 and future years, the need for the financing of additional costs and the process by which such costs should be identified. The matter of under-represented groups is also an important subject which requires further deliberation.

I would like to make it clear that the flow through of the incremental enrolment growth identified in 1987-88 will be funded in future years, at a rate which would result from this method applied in future years (current Base BOI per base BIU, less formula fees). This commitment will be honoured, whatever further decisions are made with respect to the longer term operation of this envelope. Incremental BIUs funded through the accessibility envelope will not be counted in an institution's moving average count in the base grants envelope during the period that the accessibility envelope is operative. The ministry,

however, is of the view that, if such increases in BIU counts are sustained beyond the period of the OS:IS bulge, the BIUs may at some future time be appropriately recognized and funded.

I look forward to receiving further advice from the council in this regard.

Yours truly,

Gregory Sorbara
Minister

# Response to Advisory Memorandum 87-VI

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Dr. Paul Fox
Chairman
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LuCliff Place
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October 13 ,1988

Dear Dr. Fox:

Thank you for Advisory Memorandum 87-VI, "A Review of the Policy Statement which Guides the Evaluation of Applications for Ministerial Consent Pursuant to the Degree Granting Act". I have carefully considered the advice contained in the memorandum in relation to the complex issues associated with the following questions:

(1) Under what circumstances should out-of-province institutions be permitted to offer programs in Ontario leading to a degree? and

(2) what process should be followed to deal with applications from such institutions, and who should administer this process?

In the course of my consideration of the council's advice, I have also taken into account such related issues as the need to ensure a reasonable level of quality, the need to enhance accessibility, the potential impact of the proposed free trade agreement, and the appropriate degree of governmental accountability for programs offered by out-of-province institutions not receiving public funds. Lastly, but by no means of least importance, I have considered the report recently presented to me by Dr. John Stubbs, which makes a specific recommendation relating to OCUA's involvement in regulatory functions and activities.

The primary thrust of the recommendations contained in the above referenced Advisory Memorandum is that non-Canadian institutions wishing to offer a graduate program in Ontario should be required to subject that proposed program to the review process applied to programs offered at Ontario publicly assisted universities. As described in the memorandum, the process would be administered by the Ontario Council on Graduate Studies, which would apply the existing criteria with the added requirement that the level of quality of the proposed program be at least equal to the standards which prevail at Ontario's publicly assisted universities.

Council further recommends that undergraduate proposals also be required to undergo a quality assessment process, administered by the Academic Advisory Committee of council. Canadian out-of province institutions wishing to offer programs in Ontario, at either the graduate or undergraduate levels, would have only to be members of the AUCC in order to qualify for a consent.

I share the council's concern with respect to ensuring an adequate quality standard for programs operating pursuant to a ministerial consent. I do not believe, however, that quality should be the sole criterion to be considered on an application for the right to offer in Ontario a program leading to a degree. It would seem desirable to retain the discretion to grant a consent for a program for which there is student demand or societal need which is not being adequately met by our own publicly assisted universities.

After careful consideration, I have decided, for the present, to maintain the existing criteria. The operational definitions of the criteria have, however, been revised to enhance the measurement of quality of a proposed program. Henceforth, applicants for a consent will be required to provide information relating to, among other things, the number, academic rank, earned degrees and full-time or part-time status of faculty, the facilities and equipment available to support the program and the specific arrangements for providing appropriate practical, clinical or field-work.

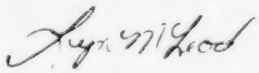
I have asked ministry staff to advise me, before the existing consents expire, whether it would be appropriate to add other qualitative measures to the criteria. In the course of its review, the ministry will consult with the Ontario Council on University Affairs, the Council of Ontario Universities and other interested parties.

In his report to me on the future role and function of the Ontario Council on University Affairs, Dr. Stubbs recommends that a number of regulatory and administrative matters could more properly become the responsibility of the Ministry of Colleges and Universities in order that council may concern itself primarily with matters of policy advice. Given this recommendation, I believe it desirable, at this time, for the ministry to re-assume responsibility for the administrative and regulatory functions associated with the Degree Granting Act. Council will, of course, continue to be asked to provide general policy advice with respect to matters covered by the Degree Granting Act, as exemplified by its current review of the policy governing the establishment of new private, secular, degree-granting institutions.

By copy of this letter, I am asking my Deputy Minister, Dr. Thomas Brzustowski, to initiate discussions between ministry officials and council staff with a view to the ministry's assuming the responsibilities noted above.

Please convey to members and staff of council my sincere appreciation, both for the preparation of Advisory Memorandum 87-VI and for the work and effort that has been involved in advising with respect to the administration of the consent process pursuant to the Degree Granting Act.

Yours sincerely,



Lyn McLeod
Minister

# Response to Advisory Memorandum 87-X

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August 2, 1988

Dr. Paul Fox
Chairman
Ontario Council on University Affairs
7th Floor, 700 Bay Street
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Dear Dr. Fox:

Thank you for your letter of December 1, 1987, to which you appended Advisory Memorandum 87-X, "An Amendment to the Ryerson Polytechnical Institute Act of 1977 Regarding Degree Designation".

I am particularly appreciative of the manner in which council has framed its advice with a view to achieving an appropriate balance between considerations of flexibility and practical implementation for Ryerson on the one hand, and on the other an assurance for government and the council that any new degree designations will be in keeping with Ryerson's differentiated role. The process proposed for review and approval of changes in degree designation is consistent with existing processes for review and approval of new program proposals, and provides for full consultation within the university sector. Accordingly, I am pleased to inform you that I have accepted council's recommendations OCUA 87-42 and OCUA 87-43, both of which relate to the processes for review and approval of new degree designations or changes in existing designations.

Recommendation OCUA 87-41, which suggests specific wording for the amendment to the Ryerson Polytechnical Institute Act, 1977, leaves the process of authorization unspecified as "a process approved by the Minister". This wording leaves open the possibility that such a process, though approved by the Minister might, in the future, deny the government an appropriate opportunity to review programs and degree designations proposed by Ryerson.

As an alternative to the amendment proposed by council, I will place before the Executive Council of Ontario, for its consideration the following proposed amendment to Section 10 (h) of the Ryerson Act:

(h) " to grant bachelor of applied arts, bachelor of business management, and other baccalaureate degrees as prescribed by regulation and consistent with the objects and purposes of the Institute;"

At the same time, I will place before Executive Council a further amendment, adding a new regulation-making power to the Act, as follows:

"The Lieutenant Governor in Council may make regulations prescribing degrees to be granted by the Academic Council."

The proposed amendments described above have been discussed with the President of Ryerson.

Please convey to the members of the council my sincere appreciation for their helpful advice on this subject.

Yours sincerely,

Lyn McLeod

Lyn McLeod
Minister

# Response to Advisory Memorandum 87-XI

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May 2, 1988.

Dr. Paul Fox
Chairman
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Dear Dr. Fox:

Thank you for your letter of January 11, 1988, to which you appended Advisory Memorandum 87-XI: Criteria and Process for the Program Adjustment Envelope for 1988-89 and Beyond.

I know that the council appreciates the importance that the government attaches to this envelope in helping to achieve significant and needed program change.

I am pleased to inform you that I have accepted the council's recommendations contained in this advisory memorandum, subject to the following:

1. It is essential that the minister have an early opportunity each year, and before the council calls for proposals from the institutions, to indicate the critical needs that have been identified to government as requiring new program support, and to indicate the relative priorities among the objectives and eligible activities that have been established for the envelope.

2. It is equally important that the institutions have an early opportunity to propose their needs and priorities to the council.

3. Although I am in agreement with the council that the program adjustment envelope should fund start-up costs for approved programs only, I believe the costs of developing proposals for new programs should also be eligible for funding, provided the proposed program is in an identified area of critical need.

4. In calling for proposals, it will be important to emphasize the competitive nature of the program adjustment envelope, and to note that the envelope is intended to support a limited number of large projects, capable of accomplishing significant change.

5. Although the list of eligible expenditures is not meant to be exhaustive, the announcement of any new categories of expense should be made only with the prior concurrence of the minister.

6. The ability of new programs to attract funding from other sources must be taken into account by the council when assessing proposals for program adjustment funding. It must be made clear, however, that "double-funding" of projects will not be permitted.

7. The time-limited nature of the funds provided from the program adjustment envelope should be emphasized in the call for proposals. I agree with the four-year maximum funding commitment recommended by the council for any one project.

Because of the compressed time-frame required for 1988-89, I have asked the Deputy Minister to meet with you to discuss how best to implement the process so that a call for proposals can be made as soon as possible.

Would you please convey my appreciation to the members of the council for their valuable advice.

Sincerely,

Lyn McLeod,
Minister.